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ABSTRACT

The Montana Commission on Post Secondary Education was directed to make a detailed and thorough study of postsecondary education in the state. This draft report concerns goals, educational policies, governance, planning, financing, institutions and their missions, health care education, Native Americans and postsecondary education, and accountability. Recommendations are indicated for each study area. Appendices include supplementary data, staff and technical reports, membership of technical groups, public hearings, recommendations, House Bill 578, Montana public postsecondary educational institutions, state-level governance of Montana education, and minority reports. (MJM)

# MONTANA COMMISSION ON POST-SECONDARY EDUCATION

U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
[illegible]

ED 095800

# DRAFT REPORT

# MONTANA COMMISSION ON POST-SECONDARY EDUCATION

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# PREFACE

*The primary responsibility for creating opportunities in post-secondary education and making them available to all citizens interested and capable of benefiting from them rests with the state, constitutionally and historically. However, the future of Montana postsecondary education depends upon the involvement, concern and commitment of every Montanan.*

*The open exchange of ideas and opinions can assist postsecondary education and its public representatives in fulfilling their responsibilities to the people of Montana. To foster this exchange, the Commission on Post-Secondary Education presents this report in draft form to Montanans for discussion, criticism and suggestions. This report contains the tentative recommendations of the Commission — the culmination of a year of intensive study. The data which are the bases for these recommendations are merely highlighted here. More detailed data and information are found in the reports written by the staff and the technical groups who studied various aspects of post-secondary education in Montana.* These may be obtained upon request from the*

*Commission on Post-Secondary Education*
*201 E. 6th Avenue — Suite 5*
*Helena, Montana*

*The Commission hopes you will read and discuss this report with your family, friends, neighbors and colleagues — especially with educators and students. We encourage you to share your response either in writing or through testimony at one of the public hearings. The schedule for these hearings is:*

| | |
|---|---|
| *Tuesday, September 24, 1974* | *10:00 a.m.*<br>*Carroll College Commons*<br>*North Benton Avenue*<br>*Helena, Montana* |
| *Wednesday, September 25, 1974* | *9:00 a.m.*<br>*Carroll College Commons*<br>*North Benton Avenue*<br>*Helena, Montana* |

*In December, the Commission on Post-Secondary Education will submit its final report and recommendations to the Governor, the Legislature and the State Board of Education.*

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*See Appendix B for the list of Staff Reports and Technical Committee Reports.

# DRAFT REPORT

## MONTANA COMMISSION ON POST-SECONDARY EDUCATION

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# INTRODUCTION

## HOUSE BILL NO. 578

The 1973 Legislature created the Montana Commission on Post-Secondary Education* and directed it to "make a detailed and thorough study of postsecondary education in this state." The Legislature mandated that specific attention be given to inventories of postsecondary educational resources, accountability, planning and coordination, and access for all persons who desire and can benefit from postsecondary education.

## ORGANIZATION OF THE STUDY

The Montana Commission on Post-Secondary Education, consisting of 30 members appointed by Governor Thomas L. Judge, organized on July 9, 1973. We proposed a five-phase outline and schedule for the study of postsecondary education in Montana:

| | |
|---|---|
| Phase 1. | Identification of Issues and Problems<br>Adoption of Study Plan (July - September, 1973) |
| Phase 2. | Information gathering (October, 1973 - May, 1974) |
| Phase 3. | Draft Report (June - July, 1974) |
| Phase 4. | Public Hearings on Draft Report (September, 1974) |
| Phase 5. | Adoption of Final Report (October - November, 1974) |

During Phase 1, views of the commission, the educational community and the general public were solicited concerning questions and issues that should be studied. Approximately 1,800 letters were sent to persons throughout the state. Commission Chairman Ted James, in several radio and television appearances, invited the public to offer comments and suggestions. In addition, the staff and many of us on the Commission met informally with educators and concerned citizens.

After digesting the information from these sources, reviewing previous studies, analyzing available data on postsecondary education in Montana and considering information from the staff, we adopted our proposed study plan at the October 1, 1973 meeting. Since then we have conducted eleven public hearings (see Appendix D); sponsored a survey of institutional goals;

commissioned staff and technical reports which explore issues and various aspects of higher education (see Appendix B); consulted with members of the higher education system, members of the executive and legislative branches of government, and many state and national experts who have researched and written about higher education; developed a mailing list of concerned individuals and organizations and read much of the higher education literature.

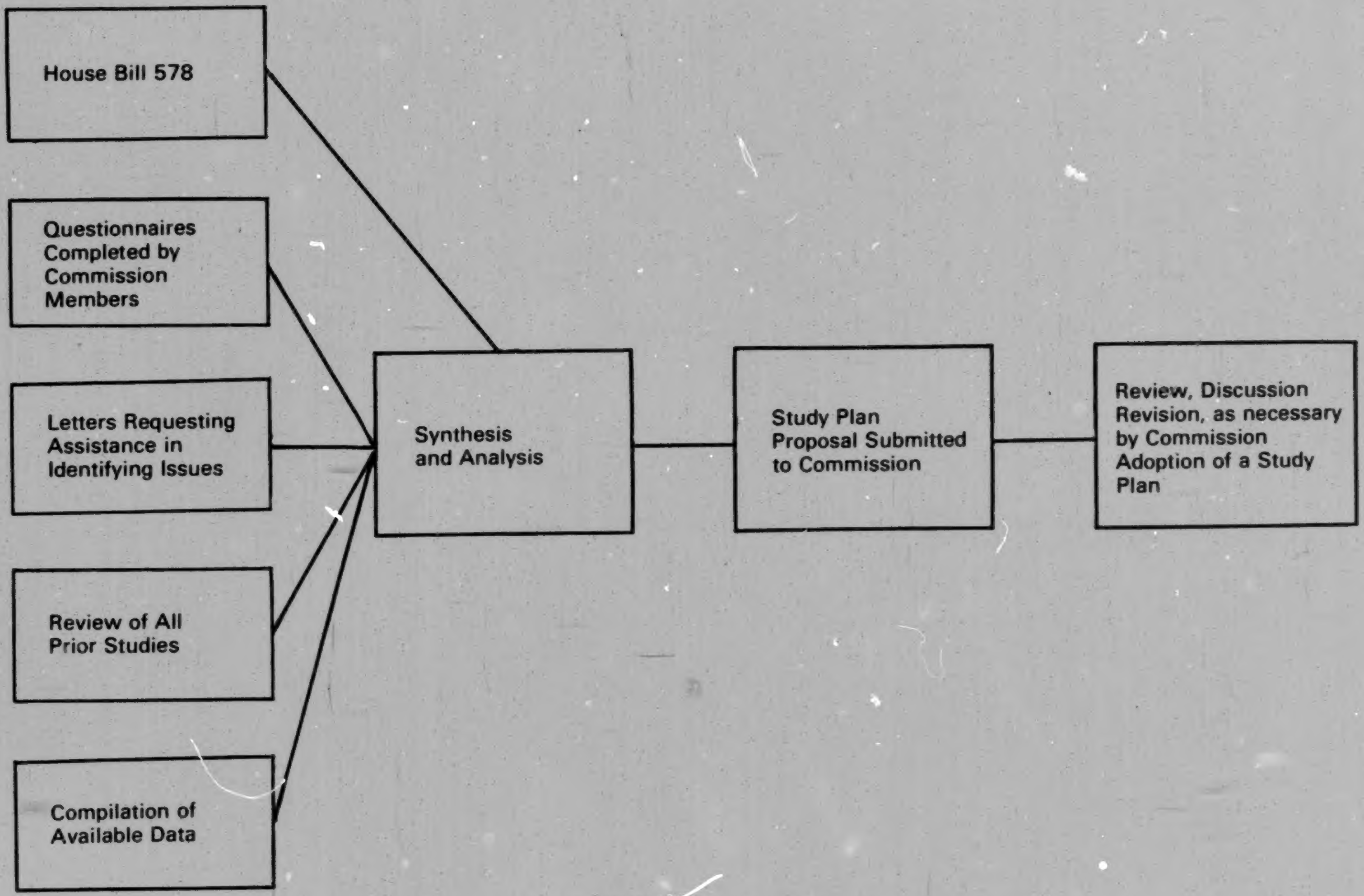
The orientation of this study is toward the present and future. We gathered all available information and projections relevant to present and future needs, resources and the economic and social trends relating to the future of postsecondary education. We attempted to

—assess present and future needs and aspirations for postsecondary education.
—determine goals, objectives and priorities of Montana postsecondary education.
—determine the resources available to meet present and future needs.
—determine the most educationally effective and economically efficient ways to meet needs and achieve goals.
—develop specific policies for the future of Montana postsecondary education.

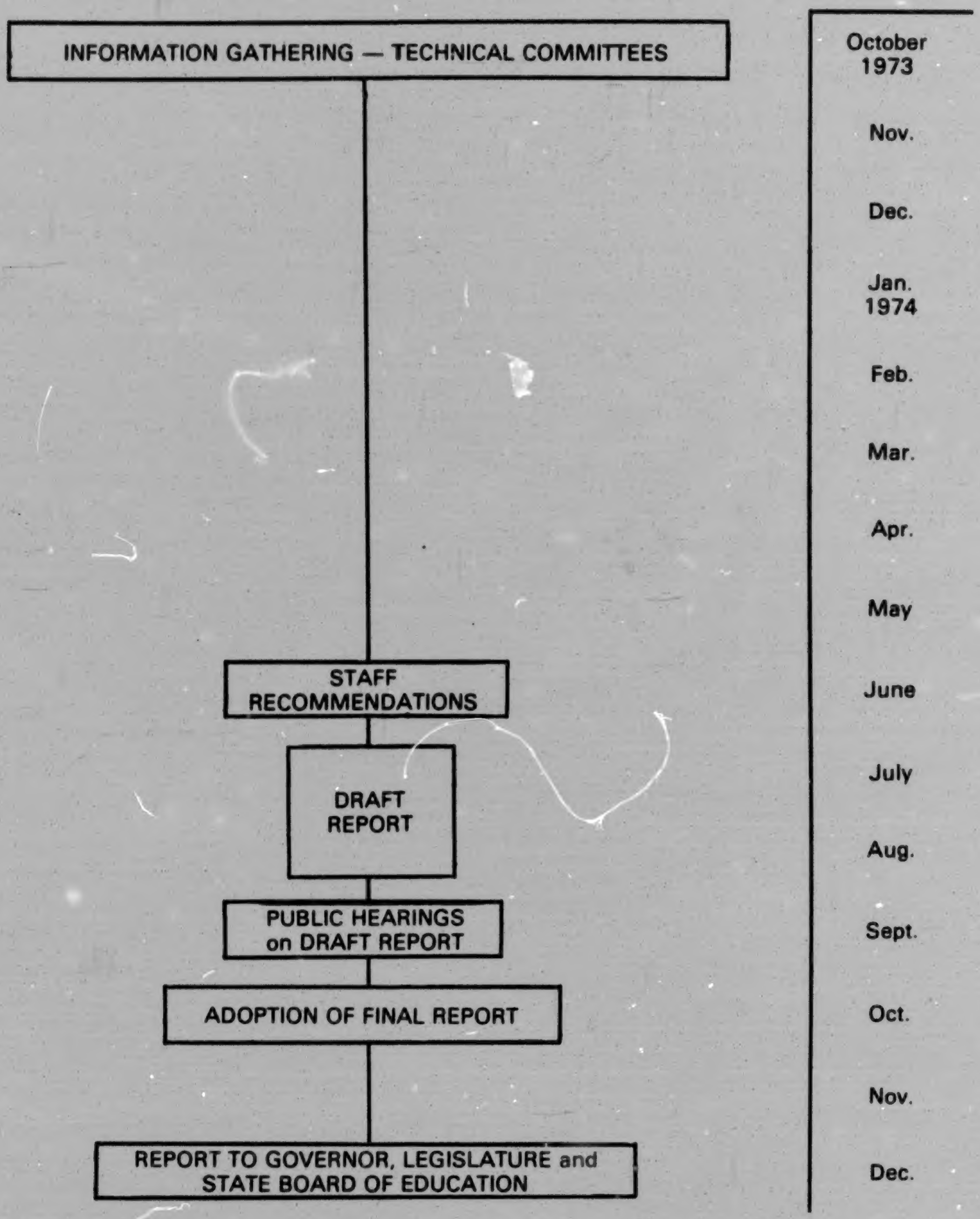
We attempt here to draw together our tentative conclusions: our recommendations are the result of intensive deliberations.

We have learned a good deal. We expect to learn more from public discussions of this draft report. In this spirit, we offer these proposals.

## FORMULATION OF THE STUDY PLAN


House Bill 578
Questionnaires Completed by Commission Members
Letters Requesting Assistance in Identifying Issues
Review of All Prior Studies
Compilation of Available Data
Synthesis and Analysis
Study Plan Proposal Submitted to Commission
Review, Discussion Revision, as necessary by Commission Adoption of a Study Plan

## COMPLETION OF COMMISSION STUDY


INFORMATION GATHERING — TECHNICAL COMMITTEES
STAFF RECOMMENDATIONS
DRAFT REPORT
PUBLIC HEARINGS on DRAFT REPORT
ADOPTION OF FINAL REPORT
REPORT TO GOVERNOR, LEGISLATURE and STATE BOARD OF EDUCATION
October 1973
Nov.
Dec.
Jan. 1974
Feb.
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# 1

# NEW TIMES, NEW CONDITIONS, NEW CHOICES

The establishment of the Montana Commission on Post-Secondary Education in mid-1973 occurred at a critical point in the history of postsecondary education nationally. The post-World War II era of dynamic growth, with emphasis on expanding colleges and universities to accommodate increasing demands of 18-21 year olds for admission, had come to an abrupt halt. All indicators pointed to an era of stability and retrenchment, with decreased demands from traditional clienteles for higher education. At the same time, there were signs of increased demands for vocational-technical education and educational services from persons older than the traditional college age. In short, Montana and most other states found themselves entering a new era of education beyond high school — an era characterized by new educational, demographic, political and economic conditions. This era will clearly require new types of planning if the state is to adjust to the needs of its citizens for educational opportunities beyond high school.

## PROFILE OF MONTANA POSTSECONDARY EDUCATION

Montana Postsecondary Education comprises six units of the Montana University System, three community colleges, five vocational-technical centers and three independent colleges.

The two universities — University of Montana, Missoula and Montana State University, Bozeman — are comprehensive undergraduate, graduate, research and public service institutions.

Three state colleges — Eastern Montana College, Billings; Western Montana College, Dillon; and Northern Montana College, Havre — are undergraduate teaching institutions with responsibilities in the liberal arts through the baccalaureate level and teacher education through the master's level. Northern Montana College has had a traditional responsibility in vocational-technical education and vocational teacher training. The fourth state college, Montana College of Mineral Science and Technology in Butte, has traditionally specialized in mineral science and technology and has developed an undergraduate liberal arts program at the baccalaureate level, as well as continued undergraduate and graduate work through the master's level in mineral science and technology.

The three community colleges — Dawson College, Glendive; Miles Community College, Miles City; and Flathead Valley Community College, Kalispell — have provided community college instruction, classes and schools for student residents within the community college district in academic, occupational and adult education.

The five vocational-technical centers, located in Billings, Butte, Great Falls, Helena and Missoula, provide postsecondary vocational-technical education to persons who qualify. Vocational education prepares or improves the student for jobs that do not require a baccalaureate or higher degree.

Also offering postsecondary educational services to state residents are the three independent institutions — Carroll College, Helena; College of Great Falls, Great Falls; and Rocky Mountain College, Billings.

In addition, proprietary schools (of which the state has a variety) provide specialized services and perform an additional training function in higher education.

## ENROLLMENT IN COLLEGES AND UNIVERSITIES

Enrollments declined significantly in the colleges and universities in the Montana University System between 1970-71 and 1973-74. Overall enrollment has decreased by more than 3,100 full-time equivalent students or 13%, while four of the six institutions have experienced decreases of more than 25%.* The total decreases exceed the combined 1973-74 enrollments of Montana College of Mineral Science and Technology, Western Montana College and Northern Montana College. The most significant reason for this decline is that fewer students elected to attend colleges and universities upon graduation from high school.

## THE LONG-TERM PROSPECTS

While the enrollment decreases are attributable to student choice rather than significant reductions in the numbers of high school graduates, the latter will become a major factor soon. Elementary school enrollment (grades 1-8) has been falling steadily from 121,219 in 1969-70 to approximately 113,500 in 1973-74. Additionally, the Montana birth rate decreased from 27.3 live births per 1,000 estimated population in 1965 to 15.8 live births per 1,000 in 1973. In absolute numbers, live births have declined in twelve of the last thirteen years and dropped from 17,646 births in 1959 to 11,392 in 1973.**

Thus, all available signs point to a diminished demand for higher education on the part of high school graduates in future decades. Even if the proportion of high school graduates who attend college increases — and there are no signs that such an increase is likely — the actual number of high school graduates and of students in the 18-21 year age group will decrease in the 1980s and 1990s.***

## THE ERA OF POSTSECONDARY EDUCATION

Adjusting to the end of the era of dynamic growth is the most critical challenge facing Montana and its institutions of higher education. It can already be seen that the impact of the new era will affect different institutions to different degrees and in different ways. Even those institutions which experience relative stability will probably face internal enrollment problems if student interests continue to shift rapidly among programs. In these circumstances institutions will face considerable difficulty in adopting staffing and curriculum to new needs, especially if overall enrollment is insufficient to justify larger teaching staffs.

Some of the implications of the new era include

—excess capacity. The system, which was developed to accommodate the growing enrollments of the 1960s, may be over-built for the needs of the 1970s, 1980s and 1990s.

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*See Appendix A-1, Chart 1.

**See Appendix A-6.

***Another way of illustrating the probable impact of reduced birth rates is that those born in 1955 constituted the pool of potential 18-year-old freshmen in 1973. In 1955 there were 17,454 live births in Montana. Those born in 1973 represent the pool of 18-year-old freshmen for the year 1991. In 1973 the number of live births in Montana was 11,392, a decline of 6,062 or 35 percent.

—less need to train new elementary and secondary teachers as birth rates and public school enrollment decline.

—the likelihood of increased competition for students among institutions of postsecondary education as each struggles to maintain its size.

—almost certain financing difficulties. Public educational institutions are funded primarily on the basis of enrollments and will have difficulty justifying larger budgets, even though educational costs will continue to rise and some costs (e.g., physical plant maintenance, bonded indebtedness) are "fixed" — that is, unaffected by enrollment levels. There appears to be little likelihood of significant increases in federal support.

—difficulties in maintaining internal flexibility, particularly in faculty staffing. The proportion of tenured faculty will tend to increase, as will the average age of faculty as new hiring to accommodate expansion disappears.

—problems in innovating and in responding to needs for new programs. New initiatives will often have to be funded through internal re-ordering of priorities rather than through larger overall budgets.

—opportunities to refine and improve education as pressures to absorb growth diminish.

Another new element which presents both problems and opportunities is the fact that Montana and other states are entering an era of postsecondary education, as distinguished from higher education.* In the past, most states, including Montana, have been primarily concerned with traditional academic education of 18-24-year-olds in their planning efforts. There is now a need to plan comprehensively for education beyond high school, taking all the forms of postsecondary education into account. This means that vocational and technical education, public and private, will receive more attention.

Growing numbers of students recently have chosen vocational education. This tendency was documented by a United States Department of Labor report on the high school graduates of 1972. By October of 1972,

—about one-third of the graduates had enrolled in special schools, such as trade schools.

—the lowest proportion in five years went to college.

—of those who did not attend a postsecondary institution, more than 90 percent of the men and 75 percent of the women were working or looking for work.

—the development of company-sponsored "in-house training programs" may have encouraged youth to seek jobs immediately upon high school graduation.

It is impossible to determine whether these trends will accelerate, stabilize or decelerate. However, vocational education clearly will continue to play a critical role in the world of postsecondary education.

In short, policymaking and planning at the state level must be concerned with public and private, academic and occupational and professional education and their interrelationships — with the entire spectrum of postsecondary educational resources and opportunities. This may help to eliminate some of the artificial status distinctions and barriers between the different types of education beyond the high school.

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*"Higher education" refers to colleges and universities. "Postsecondary education" encompasses all education beyond high school including, but not limited to, colleges and universities.

# 1 NEW TIMES, NEW CONDITIONS, NEW CHOICES

## NEW CLIENTELES AND NEW DEMANDS

At the very time that many institutions of postsecondary education face a diminished demand from their traditional clienteles of 18-21-year-olds, there are signs of increasing desires for education on the part of adults beyond the traditional age of postsecondary education. This potential clientele includes persons wishing to complete education disrupted in their youth, persons needing occupational upgrading, persons making career changes and those seeking education for personal enrichment.

In a national effort to assess the demand for adult education, the Commission on Non-Traditional Study conducted a representative survey of the approximately 104 million in the 18-60 age group throughout the nation, excluding those persons who were already full-time students. When asked if they were interested in additional learning, 76.8 percent representing 79.8 million Americans responded affirmatively. When asked to indicate their first choice of an area of learning, the respondents answered as follows:

| Area of Learning | Percent | Number of Learners (in millions) |
|---|---|---|
| Vocational Subjects (excluding agricultural) | 43.0 | 34.3 |
| Hobbies and Recreation | 13.4 | 10.7 |
| General Education | 12.6 | 10.1 |
| Home and Family Life | 12.0 | 9.6 |
| Personal Development | 6.8 | 5.4 |
| Public Affairs | 4.5 | 3.6 |
| Religious Studies | 3.0 | 2.4 |
| Agriculture | 2.9 | 2.3 |

Another survey based upon data collected by the Bureau of the Census attempted to identify the number of adults participating in continuing education. ("Adult continuing education" was defined as organized instruction for persons 17 and over who are not regular full-time students.) It was found that in 1971-72, more than 15 million persons participated in adult continuing education, nearly twice the number of students enrolled for degree credit. From 1969-1972, there was an increase of more than 20 percent in the number of participants in adult education. About half of those enrolled in 1972 were in occupational programs; about one-fourth were in general education.

The questions raised by the growing demand for adult education include

> How should the state and its postsecondary institutions respond?
>
> How can these demands best be met when many adults do not have ready access to a postsecondary campus?

## OTHER SIGNIFICANT TRENDS

In addition to the changes already discussed other forces for change are at work in the world of postsecondary education. Some of these include

—Increasing concern for the quality and cost of education on the part of the public and those who participate in postsecondary education. Not the least of these concerns is the insistence by those responsible for appropriating public funds that the maximum educational benefits be obtained for every dollar spent. The word "accountability" has come to stand for the responsibility of postsecondary education to achieve demonstrable educational effectiveness and cost efficiency.

—Demands by women and minority groups for equitable participation in postsecondary education in the student bodies and on the faculties and staffs.

—Greater use of technology to deliver instruction on and off the campus. The Carnegie Commission on Higher Education has predicted that by the end of this century, as much as 10 to 20 percent of on-campus instruction and 80 percent of off-campus instruction may be provided by information technology. Much of this technology will facilitate independent study. It will also lessen the need for brick and mortar for residential institutions.

## FACING THE FUTURE

While it is impossible to determine the precise impact of these trends, the future of post-secondary education clearly will differ markedly from the past. Simply conducting "business as usual" will not make the new realities disappear. Yet, change for its own sake also should be avoided, but the assumption that old responses will be adequate for new problems and opportunities is equally dangerous. The choice that confronts the people of Montana is whether to begin to prepare for the conditions of the 70's, 80's, 90's and beyond, or to let ourselves drift into the future locked into historical patterns which fail to address the real needs of our times.

# 2

# GOALS

A statement of goals is the first step in planning for the future of Montana postsecondary education.

Our goals must be challenging in order to evoke the best response — the highest degree of excellence — from all those involved in postsecondary education. At the same time they should be realistic in order to serve as yardsticks of our achievements and deficiencies and as criteria for present and future policies. Above all, our goals should recognize **learning** as the central mission of postsecondary education.

On the basis of these considerations, we propose the following statement of goals.

1. *Our primary goal as a Commission and the primary goal of Montana postsecondary education should be to enhance the opportunities for learning available to Montanans. We are concerned about the quantity and quality of learning opportunities. And we believe that the learning experiences available through our institutions should respect the individualism and diversity of Montanans.*

   *In this spirit we propose the following long-range goals for Montana postsecondary education:*

   *—Equal and universal opportunity for participation in postsecondary education by Montanans with motivation and ability to benefit, regardless of race, creed, sex, age, national origin or economic status.*

   *—A comprehensive system of postsecondary education which provides sufficient programs and experiences to meet the needs of Montanans.*

   *—A variety of educational experiences and organizations to reflect the educational goals and learning styles of persons whose needs must be met by postsecondary education.*

# 2

# GOALS

*—Commitment to the growth and self-realization of the individual student including intellectual, personal and vocational development.*

*—Excellence in all aspects of postsecondary education, including instructions, research and public service.*

*—Coordination and planning to assure diversity, comprehensiveness and cooperation between and units and systems of postsecondary education and protection of the public interest.*

*—Continuous innovation and self-renewal in all institutions of postsecondary education.*

*—Protection of academic freedom and assurance of academic responsibility.*

*—Flexibility at the state, system and institutional levels to facilitate adaptation to changing circumstances.*

*—Responsiveness to changing needs of the state, communities and people of Montana, which includes bringing the resources of postsecondary education to bear upon the problems of society.*

*—Use of resources in the most educationally productive and cost-effective ways, including resources that exist in people with special skills, professional or otherwise.*

*—Accountability which protects the rights of all who participate in postsecondary education, including students, faculty, staff and taxpayers.*

# 3

# EDUCATIONAL POLICIES

Montana must take specific steps to develop a coordinated postsecondary education system capable of creating comprehensive educational services. However, these efforts will be in vain unless similar steps are taken at the institutional level. As the institutions participate in planning more fully, educational policy must be developed to encompass a very diversified student body. Meeting the varied needs, abilities and aspirations of their clients, while fulfilling the social and economic requirements of society, will be a demanding task.

The response to this challenge of expansion in educational policy (both quantitative and qualitative) must be increasingly diversified and coordinated. Within higher education the particular role of each institution and program must be clearly specified. Every unit must also assume responsibility for developing a high degree of competence and effectiveness in its role. Concurrently, educational policymaking must be coordinated effectively to avoid gaps and unwarranted duplication, to eliminate mutually destructive warfare between divided faculties, and to facilitate student transfer and continuity in learning.

The traditional concept of a campus as an academically self-sufficient unit, able and striving to meet all the needs of its students and faculty, is out of step with the need for interinstitutional cooperation. Different institutions do different things well; few institutions are able to offer an exhaustive range of educational services. Through interinstitutional cooperation, the student benefits by having ready access to the resources of all institutions.

## TIME-SHORTENED BACCALAUREATE

Over the past hundred years, numerous proposals have been made to shorten the length of time required for the bachelor's degree. Most of the proposals were directed at reducing the four-year course to three years and/or shifting major portions of the baccalaureate curriculum into the high school program. Historically, proponents of these changes have been leaders of American higher education, including Presidents Charles W. Elliot of Harvard, Daniel Cort Gilman of Johns Hopkins, and Robert W. Hutchins of University of Chicago. Their position was summarized succinctly by Gilman in 1876.

> I see no advantage in attempting to maintain the traditional four-year class system of American colleges . . . the number four has nothing sacred or mystical about it. It is an accidental, not an essential limit.

# 3

# EDUCATIONAL POLICIES

Recently, there has been renewed interest in a time-shortened baccalaureate. Much of this interest was sparked by the Carnegie Commission report, **Less Time, More Options,** which recommends the three year B.A. and reductions in the time required to earn Ph.D. and M.D. degrees. The Carnegie proposal was based on several criteria, such as studies showing a large amount of curriculum overlap between the senior year in high school and the freshman year of college, the possibility of increased efficiency and lower costs, and the desirability of program flexibility and of a rethinking of the meaning of the baccalaureate.

Some impetus for shortening the baccalaureate comes from those who believe the length of time students spend in formal schooling is excessive. The Panel on Youth of the President's Science and Advisory Committee, chaired by James Coleman of Johns Hopkins University, recently expressed concern that formal education has become too dominant in the lives of young people.

> But schooling, as we know it, is not a complete environment giving all the necessary opportunities for becoming adult. School is a certain kind of environment: individualistic, oriented toward cognitive achievement, imposing dependency on and withholding responsibility and authority from those in the role of students. So long as school was short, and merely a supplement to the main activities of growing up, this mattered little. But school has expanded to fill the time that other activities once occupied, without substituting for them. These activities of young persons included the opportunities for responsible action, situations in which he came to have authority over other matters that affected other persons, occasions in which he experienced the consequences of his own actions, and was strengthened by facing them — in short, all that is implied by 'becoming adult' in matters other than gaining cognitive skills . . .
>
> Society has passed through two phases in its treatment of youth. In the first, which may be characterized as the work phase, young persons were brought, as quickly as physical maturity would allow, into economic productivity to aid the economy of the family. In the second phase, which may be described as the schooling phase, young persons are being kept, as long as possible, in the school and out of the labor force to increase their potential for productivity.

A study sponsored by the American Association of State Colleges and Universities cited time-shortening programs at 243 colleges and universities. Four basic approaches are being used:

—Reduction through curriculum reform and revision of degree requirements.

—Reduction by cooperation between high schools and colleges.

—Reduction through the award of advanced standing with credit.

—Reduction through individualized degree programs.

The major obstacles to a time-shortened B.A. are fears that educational quality may suffer, and the reluctance on the part of institutions to initiate policies which may further reduce enrollments. Despite these obstacles, Montana should begin to experiment with time shortened bachelor's degrees.

We recommend, therefore, that

2. *Opportunities to achieve the baccalaureate degree in less than four years be increased.*

    a. *The Board of Regents, the Board of Public Education the Superintendent of Public Instruction and the Commissioner of Higher Education, should cooperate to insure that the opportunity for qualified high school students to earn college credits is promoted on a statewide basis. These opportunities should include (but not be limited to):*

        *(1)* **Advanced placement.** *This is a program*

*administered by the Educational Testing Service designed to prepare high school students for advanced courses when they enter college. Students who qualify should be given credits and be excused from required freshman courses.*

*(2)* **College courses.** *Qualified high school juniors and seniors should be allowed to enroll concurrently in high schools and colleges and to complete and receive college credit for courses prior to high school graduation.*

*(3)* **Testing.** *Where appropriate, students in high school and college should be encouraged to earn college credit through the College Level Examination Program (CLEP) and through challenge examinations. Once admitted to college, students should be allowed to challenge as many courses by examination as they choose. The level of achievement required and the grading criteria should be the same as that for students who actually take the course.*

*(4)* **Early Admissions.** *Some students who are academically advanced should be admitted to college before completing high school.*

*(5)* **College courses at the high school.** *Some high school teachers are qualified, and others should be provided training, to offer freshmen level courses to high school seniors. This would require cooperation between high schools, colleges and universities, and accrediting associations.*

*b. The Regents and the Commissioner of Higher Education should encourage and seek to provide incentives for experimentation with restructuring of baccalaureate programs from four to fewer years without requiring course overloads and/or summer session attendance.*

*(1) If time-shortened baccalaureates are developed, they should be available as options to students.*

*(2) The results of experimentation with the time-shortened bachelor degree should be rigorously evaluated to insure that standards of quality and student performance are maintained at a level equal to the traditional program.*

While experiments with the shortened bachelor's degree are being conducted and evaluated, steps should be taken to prevent the required time from being lengthened except under extraordinary circumstances. One such step is for governing boards to monitor increased graduation requirements and to approve any such increases.

*3. The approval of the Board of Regents should be required for:*

- *a. any change in the number of credit hours, credits or courses required for graduation by a unit to the University System;*
- *b. any change in the number of credit hours, credits or courses in specific subject areas required for graduation by any college, department or other subdivision of a University System unit.*

## UNDERGRADUATE EDUCATION

Much has been written and spoken about the need to strengthen undergraduate education and to reassess many of the traditional approaches. Most of this re-evaluation and improvement can be accomplished only at the institutional level by those who are responsible for and participate in teaching and learning. Specifically, there must be a renewed effort to improve the teaching-learning process, to develop curriculum oriented to problems and themes as well as to academic disciplines, and to design learning environments conducive to individual personal development. Education at all levels should be more concerned with providing opportunities for the development of the total person, including cognitive and affective growth, the achievement of a sense of self-worth, self-confidence and the capacities for personal responsibility, value judgments and creativity and informed citizenship. While improved teaching and learning are the direct responsibility of the institutions of postsecondary education, they often need to be stimulated by an external group or a governing board.

*4. Each public university and college should be encouraged to establish a committee of faculty, students and administrators to consider methods of strengthening undergraduate education including, (but not be limited to):*

- *a. organization of a regular campus program on teaching*
- *b. improvement of methods of evaluating teaching and development of non-punitive evaluation designed to assist faculty members to improve teaching*
- *c. application of new knowledge about the learning process as it relates to higher education*
- *d. development of interdisciplinary theme and problem-oriented programs and courses*
- *e. development of systems for recognizing and rewarding excellence in undergraduate teaching*
- *f. experimentation with new methods of evaluation of student performance*
- *g. reevaluation of the lecture method as the dominant instructional mode in higher education*
- *h. student and peer evaluation of teaching*
- *i. opportunities for students to gain community service and work experience as part of their education and for credit.*

## POSTSECONDARY — SECONDARY COOPERATION

The Technical Report prepared for us on "Relations Between Post-secondary Education and Secondary Education" noted that ". . . the boundaries between high school work and college work are becoming less distinct, and it is essential that any emerging postsecondary system takes this into account." The future will require a close working relationship between the two levels of education. We feel that the State Board of Education, the Superintendent of Public Instruction and the Commissioner of Higher Education should lead in building bridges between high schools and postsecondary units.

5. *The State Board of Education should immediately establish a permanent committee on relations between secondary and postsecondary education. The committee should include members of the Board of Public Education and the Board of Regents. It should promote program articulation between secondary and postsecondary education and provide a forum for discussion of other overlapping issues, problems and ideas.*
6. *There should be continuous liaison between the staffs of the Superintendent of Public Instruction and the Commissioner of Higher Education. From time to time there should be joint studies of issues of mutual concern.*

## COORDINATION WITHIN POSTSECONDARY EDUCATION

Steps must be taken to improve coordination, student transfer procedures and interinstitutional cooperation. Institutions will need to coordinate their administrative arrangements to facilitate student flow. Governing boards will have to play a consumer-protection role by acting as a court of last resort on issues involving transfer of credit. And institutions will have to learn to evaluate achievements and proficiencies of students transferring from other types of institutions.

7. *The following steps should be taken to improve coordination and articulation within the University System and postsecondary education.*
   - a. *The Board of Regents and the Commissioner of Higher Education should do all that is possible to assure the maximum transferability of credits among the units of the University System and the community colleges.*
     - (1) *Each institution should establish an appeal process for students whose credits are not accepted or are not applied to their major.*
     - (2) *After the institutional appeal process has been exhausted, there should be a procedure for appeal to the Board of Regents on issues involving acceptance of credits.*
   - b. *In determining transferability of credits and courses, postsecondary educational programs should be evaluated on their own merits, regardless of the type of institution (or its form of governance) in which the credits were earned.*
   - c. *Opportunities for concurrent enrollment in the Univer-*

*sity System and the vocational-technical centers should be made easily available and encouraged.*

d. *Insofar as space and other considerations allow, the full instructional resources of the University System should be made available to all students at all campuses. Concurrent registration at two units without financial penalty should be permitted. Additionally, students should be permitted to attend another unit for a period of one quarter or more without officially transferring.*

e. *The Commissioner of Higher Education should sponsor an annual conference on articulation in which faculty from the departments of the University System units and the community colleges meet with their counterparts to discuss issues of student and program articulation and interinstitutional cooperation.*

f. *So far as practicable, a common system of course numbering and credit allocations should be developed within the University System and community colleges. The purpose of this system is not to enforce uniformity in courses and content, but to identify similar courses, thereby facilitating transferability from one campus to another. Developing and updating this system should be a function of the conference on articulation recommended above (with the assistance of the registrars and the directors of admissions of the units). Private colleges should be encouraged to participate.*

g. *All units of the University System and the community colleges should operate on a uniform academic calendar except when valid educational considerations merit an exception or when an exception is granted for purposes of experimentation. The Regents should approve all exceptions.*

## STUDENT INFORMATION

No matter how high the quality of postsecondary education, it will accomplish little unless students and potential students know how to use the system. The basic types of information required are

— career information
— educational information
— financial information

We have found evidence from several of our ad hoc committees that many students are not receiving adequate information.

—The Technical Group on Manpower Planning reported that the labor market information and projections are not available in a usable format for purposes of student and institutional planning.

—The Student Resource Survey found that a substantial number of students potentially eligible for federal Basic Opportunity Grants had not applied for or received this aid.

—While high school students tended to have high regard for the counseling they received, a substantial proportion of students in postsecondary education reported that in retrospect, high school counseling left much to be desired.

—There is evidence that some postsecondary students, particularly in four-year institutions, find their present vocational counseling less than satisfactory.

The growing complexity of manpower information, institutional admissions and student financial aids has created a need for compilation of relevant information in a comprehensive and easily understood format.

8. *The state planning agency for postsecondary education should publish an annual comprehensive inventory of postsecondary education opportunities beyond the high school. It should include all programs offered in public, private and proprietary postsecondary education, procedures for admission to all programs and institutions, information on all forms of financial assistance available to students and procedures for applying for financial assistance. The inventory should be distributed to all persons responsible for counseling and advising potential students regarding postsecondary education. A condensed inventory should be available to all interested persons.*
9. *The state postsecondary education planning agency should collect and/or conduct studies of projected manpower supply and demand in cooperation with appropriate state agencies, and disseminate the results of such studies annually to institutions of secondary and postsecondary education in order to improve the information base upon which student choices are made. In particular, the agency should project annually the need for teachers at all levels, including county-by-county, short- and long-range projections by level and subject area.*
10. *The Superintendent of Public Instruction and the Commissioner of Higher Education should sponsor an annual workshop for secondary and postsecondary counselors throughout the state. The purpose of the workshop would be to provide the counselors with current information on postsecondary education programs, procedures for admission, student costs, financial assistance available from federal, state, private and institutional sources and procedures for applying.*
11. *A report on the actions of the state postsecondary planning agency (mentioned above) should be presented at this workshop. The Superintendent of Public Instruction and the Commissioner of Higher Education should conduct a study into secondary and postsecondary counseling in the state.*

## INNOVATION

As budgets become tighter and enrollments level off and decline, institutions will have to generate financial support for innovation and experimentation internally. This means the establishment of innovation as a budgetary priority at the institutional level. The tighter the budgets become, the more important this commitment will be. The institutions of postsecondary education and state government should provide incentives for innovation.

12. *The Board of Regents should seek state and external support for a fund for innovation in higher education. The fund should be used to support innovations designed to improve the quality of education or*

*to achieve greater cost effectiveness and productivity at the same or greater level of quality.*

## PART-TIME STUDENTS AND ALTERNATING STUDY

Part-time study and alternating study with work, service or travel should not be discouraged. There is potential educational benefit in the interruption of study on a planned basis and for combining study with work. Additionally, many students must work to support themselves and others or devote time to raising a family while attending postsecondary education.

13. *Admissions policies should not discriminate against part-time students or students choosing to combine or alternate education with other experience, such as work or travel.*
    a. *Administrative barriers should be minimized so that the work involved in entry, exit and reentry does not become a factor in student choices.*
    b. *Each public institution should provide for persons to attend undergraduate and graduate courses on a part-time basis, for credit or without credit; and to take these courses without prior acceptance into a degree program, provided that they are able to benefit from the course and that there is space available.*
    c. *In assessing the ability and qualifications of students beyond the traditional age of postsecondary education attendance, institutions should place minimum reliance upon high school and college transcripts and should develop other indicators of motivation and ability.*
    d. *Each institution should endeavor to maintain facilities, such as child care facilities, to better enable all kinds of students to enroll and attend.*
    e. *All units of the University System should provide for unstructured independent study options for all students. These provisions should be similar to, but not necessarily restricted to, the omnibus option at the University of Montana.*
14. *Tuition and fee structures should not discriminate against part-time students. Part-time students should be charged for courses and credits actually taken. Any fees charged for services and facilities other than instruction should be proportionate to the part-time student's course and credit load.*
15. *Part-time students should be eligible for state and institutional student financial assistance programs, based on need.*

## ADULT AND CONTINUING EDUCATION

That safe, sure, secure feeling that education is exclusively for the young is about to evaporate. The knowledge explosion, and the speed with which information becomes obsolete, will soon reduce the value of both career experience and original education levels. National surveys have established that there is a need to provide educational opportunities for adults beyond the traditional age of college attendance. Many persons will continue to participate in further education on a part-time basis. Many of them are unable to come to a campus or vocational-technical center regularly or for extended periods of time. Yet their needs for education and training may be as great as the needs of persons in the traditional age group.

We do not yet know precisely what needs and demands for adult and continuing education exist in Montana. The growth of further education will be a response to new and growing needs, and the programs and courses offered will be largely unfamiliar. It is necessary then, to guarantee that they will reflect a concern for and a response to the consumer's needs.

Any approach formulated to meet these needs must develop on a planned and cost effective basis. This calls for coordination and planning at the state and regional levels. Without such coordination, the programs may develop haphazardly and institutional competition rather than cooperation may be the norm. That in turn, would result in people not receiving the services they need.

The relatively low rating given off-campus education by many campus constituencies in a survey we conducted (Institutional Goals Inventory) shows that there has to be statewide leadership, if these opportunities are to be available to the people of Montana.

16. *In order to plan for the orderly growth of adult and continuing education in Montana, a Statewide Association for Adult and Continuing Education should be established.*

    a. *Membership:*

        (1) *all public institutions of postsecondary education.*

        (2) *private institutions of postsecondary education should be invited to participate.*

        (3) *the Commissioner of Higher Education and the Superintendent of Public Instruction.*

        (4) *other state agencies involved in delivery of educational services to adults, such as the Educational Broadcasting Commission, should be invited to participate.*

    b. *Staffing: the Office of Commissioner of Higher Education should serve as the secretariat to the association.*

    c. *Functions:*

        (1) *develop a state plan for adult and continuing education for submission to the state postsecondary planning agency.*

        (2) *coordinate and stimulate the development of new delivery systems.*

        (3) *develop a system for maintaining the records of persons who accumulate postsecondary education through diverse approaches: course work at institutions, work and service experience, individualized study, tests, etc.*

        (4) *develop procedures for delivery of educational services to areas which may lack an institution capable of offering a needed course or program.*

        (5) *encourage and provide assistance to counties and cities in the development of learning*

*centers for adult education in public libraries, high schools, government buildings, other available facilities, and where appropriate, special adult learning centers.*

*(6) explore the need and feasibility of offering an external degree to increase accessibility of higher education for persons whose work schedules, home responsibilities or geographic location preclude attendance at a campus. Such a degree might be offered on the basis of independent study, equivalency testing, correspondence work, television and radio courses and brief period of intensive study (weekend, short summer sessions) at campuses or learning centers;*

*(7) seek federal and foundation funding to develop new systems for the delivery and evaluation of adult learning experiences.*

Educational opportunity — the chance to learn — is no less important for older citizens than for the young. Every effort should be made to provide senior citizens who wish to participate in postsecondary education with the chance to do so. We suggest, therefore, that

17. *The Board of Regents give special consideration to granting tuition-free access to all Montana residents, 62 years of age and over, to audit all courses at all units of the university system, subject to space availability.*

## TENURE AND STAFFING

The traditional functions of tenure are the protection of faculty members against violations of academic freedom and against arbitrary administrative actions which might jeopardize economic security.

Most of the current criticisms have come from those who see tenure as protecting incompentence, those who fear that tenure will contribute to inflexibility in a time of stable and declining enrollments and those who view tenure as an obstacle to entry of qualified women and minority staff in the 1970s and 1980s.

Tenure practices vary from the University System to the Community Colleges to the Vocational-Technical Centers. These practices should be thoroughly reviewed by the respective governing boards in the context of current and projected staffing patterns.

One way of promoting flexibility in staffing is by providing options for early voluntary retirement. Many colleges and universities are developing these options. It is not known how many faculty will be receptive to early retirement, but the concept has merit and should be fully explored.

Finally, it is apparent that minority groups and women are significantly underrepresented on the faculties and administrative staffs of institutions of postsecondary education. Efforts should be made at all levels of postsecondary education to alleviate this situation. This is a matter of equity and of assuring diversity of faculty.

We recommend that

18. *Each governing board in public postsecondary education conduct a thorough review of current tenure policies and the future impact of those policies. This review should include:*

    a. *analysis by each unit of its current and projected level of faculty staffing, including estimates of the proportion of tenured and non-tenured faculty for the periods 1975-1980 and 1981-1990. Analysis and estimates should be made for each department and for the entire institution.*

    b. *procedures and criteria by which tenure decisions are made.*

    c. *strategies for maintaining a healthy tenure/non-tenure balance.*

    d. *possible alternatives to, or modifications of, existing tenure policies and practices.*

19. *Governing boards should insure that procedures are established for the evaluation of tenured faculty at least every four years using administration, faculty and student input.*

20. *Governing boards should examine the possibility of developing early retirement plans for voluntary withdrawal from employment for full time employment at age 55 or 60.*

21. *Governing boards, institutions, faculties and departments should make every effort to obtain representation of minority groups, particularly American Indians and women, on the teaching and administrative staffs of all units of postsecondary education and provide equitable compensation.*

# 4

# GOVERNANCE

Our institutions of postsecondary education are very intricate organizations. Students, staff, administrators, governors, alumni, public officials and an increasing number of citizens are interested in them and assert a demand for involvement. It is easy to underestimate the future influence of any one of these groups. Yet good and efficient governance in our colleges, universities and vocational-technical centers will depend upon a reasonable and clearly understood allocation of responsibilities to make the structure of authority credible for each of these groups.

## NEW LEGAL STRUCTURE

The Montana Constitution, which became effective on July 1, 1973, provided a new system of governance for public postsecondary institutions. The single governing board for all of public education was replaced by a Board of Public Education and a Board of Regents. The Regents were delegated "full power, responsibility and authority to supervise, coordinate, manage, and control the Montana University System." The Regents also share responsibility with local boards of trustees for governance of community colleges. The Board of Public Education, in addition to its responsibilities for primary and elementary schools, was designated by statute as the State Board for Vocational Education with program and budget control of postsecondary vocational-technical centers. The Constitution also created a State Board of Education, consisting of the members of the Board of Regents and the Board of Public Education. This board is charged with planning, coordinating and evaluating policies and programs for the entire educational system and with submitting comprehensive budgets for Montana public education.

The significance of the establishment of the University System in the Constitution is that it no longer is a creature of the legislature and the basic structure of higher education is not subject to alteration by statute. In effect, higher education is a constitutional entity in the same way as the legislature, the executive and the judiciary branches of government. In this respect, the Regents can be described as "constitutionally autonomous."

# 4

# GOVERNANCE

## EFFECTIVE GOVERNANCE

What are the characteristics of an effective system of governance? Governance should be structured to protect the essential functions of higher education, including academic freedom. It should insulate colleges and universities from political partisanship. It should always delegate authority and operational flexibility along with responsibility. And finally, governance should include mechanisms for accountability to those whose resources support the institution.

A strong board of regents with constitutional authority can provide one of the most effective safeguards against the undermining of academic freedom and interferences of partisan politics. Along with this responsibility comes the obligation to maintain academic responsibility by guarding against the misuse of academic freedom and by assuring that higher education is conducted in an orderly and equitable manner. In order to fulfill its charges, the board must have full authority over internal management of the System.*

This includes authority

- —to establish goals for the system.
- —to provide for system and campus administrative leadership.
- —to allocate decision-making responsibility.
- —to provide for decision-making processes.
- —to establish and eliminate institutions and programs.
- —to receive appropriation for the system.
- —to reallocate funds internally without the constraints of line item and preaudit controls.

The recent study of constitutional autonomy conducted by the Center for Research and Development in Higher Education found "that all of the constitutional universities studies were absolutely free of state control in matters related to purchasing, personnel matters, internal transfers of money, and admissions standards."**

> 22. *The Regents should assume exclusive authority over all matters of internal governance of the University System including internal allocations of funds and establishment and termination of programs and units.*

## ACCOUNTABILITY OF THE BOARD OF REGENTS

Even a constitutional board must be accountable to the public and to elected officials. Governing boards fulfill their accountability functions by (1) full public disclosure of information relevant to the conduct of university affairs except where the rights of individuals to privacy may be involved (e.g., personnel files); (2) cooperation with the appropriate state agencies in postaudits of expenditures, personnel actions, purchases and in examination of effective use of resources.*** The ultimate assurance of public accountability is the dependence upon the public for funding.

Audits by the executive and legislative branches of state government are the primary mechanisms for assuring fiscal responsibility and expenditures in compliance with the law. The most effective auditing methods focus upon the aggregate programs and formulae which are used in the initial allocation of funds. The least effective, and often counterproductive, auditing methods are those which attempt to enforce line-item compliance. Such an approach involves state government in the internal budget operations and administration of the system and the institutions. It deprives those responsible for management of the flexibility to respond to rapid changes in such matters as enrollment and costs. This flexibility is particularly important within a biennial budget which must attempt to anticipate conditions and needs two to three years in advance of actual expenditures.

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*Some of this authority will, of course, be delegated to system and campus chief executives accountable to the board.

**L.A. Glenny and T.K. Dalgish, Public Universities, State Agencies and the Law: Constitutional Autonomy in Decline (1973).

***The Montana Constitution provides that "The funds and appropriations under the control of the Board of Regents are subject to the same audit provisions as are all other state funds." Our staff reviewed the Proceedings of the Constitutional Convention and consulted with several delegates who participated in the drafting of Article X ("Education and Public Lands"). It appears that the provision calling for state audits was intended to apply only to postaudits.

The type of accountability which we describe is the accountability for outcomes and results. It assures the state of effective management by providing the board with the authority to manage. Rigid and detailed controls over internal management would deprive the Regents and their administrative officers of necessary flexibility. Such controls make accountability difficult if not impossible. Additionally, line-item and preaudit controls are seldom cost effective in higher education. They tend to create bureaucratic rigidities which fail to adequately recognize the differences in function and management procedures between higher education and agencies of state government.

23. *State funds for the University System should be appropriated directly to the Board of Regents.*

24. *The Board of Regents should adopt a policy of (a) full public disclosure of information relevant to the conduct of university affairs except where the rights of individuals to privacy may be involved, (b) cooperation with appropriate state agencies in post-audits of expenditures, personnel actions, purchases and examination of effective use of resources.*

## VOCATIONAL-TECHNICAL CENTERS

Governance responsibilities for the five vocational-technical centers are currently divided among three authorities.

1) **The Board of Public Education** has been designated the governing board of the state of Montana for vocational education. Its authority over the five centers includes

—approval or disapproval over programs and budgets.

—determination of student charges.

—adoption of a state plan for the orderly development of vocational education.

—setting qualifications of instructors as well as standards for approval of courses and programs and a system of evaluation of vocational education.

—establishing a basis for apportionment of state and federal vocational education funds within legislative and congressional intent.

2) **The Superintendent of Public Instruction** administers the policies of the Board of Public Education, as well as state and federal laws related to vocational education; is responsible for state supervision and administration of vocational education; maintains vocational education records; provides vocational education supervisory and consultative assistance to districts, and reports the status of vocational education in the state when requested to do so by the Board of Public Education.

3) **Local School District Boards** administer the centers according to state law, policies set by the Board of Public Education and regulations established by the Superintendent of Public Instruction.

The basic problems of this structural arrangement are:

—Budget and program control are at the state board and superintendent level while administrative responsibility is in the hands of the local board and of center directors responsible to the local board.

—The taxpayers in the counties where the centers are located pay a one-mill levy to support the centers, despite the fact that the centers are charged with serving the entire state (as opposed to local or regional service areas). This, along with the administrative authority of the school district, makes for a strong element of local control. The county levy also raises questions of equity: should the county in which a center with statewide service function is located pay a special tax? If so, should the same logic apply to counties with other state-oriented postsecondary institutions (e.g., units of the University System)?

—The Superintendent, an elected official, is the state board's executive officer for vocational education. While this situation has the advantage of providing a source of independent staff advice for the board, it also has the potential of creating management and accountability problems, particularly if philosophical or other differences between the board and the superintendent should develop.

Partly because of these structural problems, the vocational-technical centers have not achieved their full potential as a state system serving statewide needs. Rather than operating as a system, the centers function as a loose federation of schools coordinated by the Board of Public Education and the Superintendent, whose role tends to be more that of referee than of policy initiator. Three examples will illustrate this point.

—While legal responsibility for planning rests with the Board of Public Education, the planning which has taken place so far consists mostly of adjudicating disputes over locally initiated requests for programs, funds and facilities. In effect, planning by the board is short-term and reactive. There is little evidence of efforts to identify long-range statewide needs.

—The Board and the Superintendent play a similar refereeing role in the budgetary process. There is no attempt to develop policy guidelines (other than those specified by law) or priorities in advance of budget request submission by the centers. The budgetary process, therefore, is locally initiated. At the superintendent and board level, there is an attempt to reach some kind of consensus among the centers and the superintendent's staff regarding the allocation of funds, particularly of new funds. The result of this process is that decisions tend to be based upon compromises between institutional interests and aspirations rather than careful evaluation of state needs and priorities.

—While there are uniform policies which have been promulgated by the Board or the Superintendent over the years, they have never been compiled systematically in a policy manual. Such a manual is basic to sound administration. Its absence creates confusion and, often, unnecessary perceptions of arbitrary treatment. Also, without a manual, it is difficult for the Board to systematically reevaluate old policies and directives.

The current governance of the vo-tech centers resembles governance of the University System in the 1960's. Planning and budgeting react to local, and often, parochial pressures. The approach is barely adequate to a growing system in which the major issues revolve around who will get what. If the need arises for substantial program cutbacks because of decreased enrollments or funding, there is no evident capacity for making such decisions on a selective and qualitative basis. The system will contract or stabilize the same way it grew — by institutional consensus and political compromise.

The major point concerning vocational-technical centers is that policy initiative is primarily at the local level in the hands of local administrators responsible to a local board which is responsible to local taxpayers. The vocational-technical centers have not fully realized their potential as a state system serving statewide needs. This is not a matter of incompetence or of individuals not doing their jobs, but rather of pressures and counter-pressures created by a fragmented system of governance.

*25. The vocational-technical centers should continue as a cooperative local-state system under the supervision of the State Board of Education with administrative control by the Board of Public Education.*

*a. Present local tax support should continue in addition to state and federal funding.*

*b. Administrative control by the local board of trustees should continue with state control of programming in order to be more responsive to the needs of Montanans.*

*c. An equitable method of financing construction of facilities for the centers should be developed.*

*d. The Board of Public Education, in consultation with the Superintendent of Public Instruction and the center directors, should develop a policy manual for the vocational-technical centers. The policy manual should specify standard procedures for administration of the centers including:*

*(1) program development, approval and review.*

*(2) responsibilities of the Superintendent of Public Instruction as executive officer.*

*(3) responsibilities of center directors.*

*(4) personnel policies.*

*(5) policies regarding purchase or lease of land or facilities, including capital improvement projects.*

*(6) policies regarding the appointment of advisory committees to the centers.*

*(7) admissions.*

*(8) accreditation.*

*(9) budgeting procedures.*

*(10) student services, including placement.*

*(11) student charges.*

*(12) policies to be left to the discretion of the center administrators.*

*(13) other matters which the Board may deem necessary to assure standard and equitable procedures in the governance and administration of the centers.*

*(14) periodic review of all of the above.*

*26. The Superintendent of Public Instruction, subject to the approval of the Board of Public Education, should appoint a full-time Executive Coordinator of Vocational-Technical programs, who would report directly to the Superintendent and the State Board for Vocational Education. The Executive Coordinator should be responsible primarily for day-to-day administration and policy development for postsecondary vocational-technical education at the state level.*

Finally, college, university or vocational-technical center governance should itself educate all who participate in it. Each system of governance should be conceived as part of the broader restructuring of the ways in which people deal with people. It is our hope that the outcome will be a restoration of public confidence and revitalized learning.

## STAFFING

In order to effect systemwide governance, boards and their executive officers must have adequate professional staff comparable to the institutional administrative staffs. Without competent professional staff, system offices cannot provide leadership and coordination, develop management information systems, exert a significant influence in the program and budget review processes, improve management or represent the systems adequately to external groups such as the state legislature.

The Commissioner of Higher Education should always be an educator of the highest professional caliber. The background, experience and perspective required for this position is similar to that expected of college and university presidents.

> 27. *In order to attract the most qualified persons to the position of Commissioner of Higher Education, compensation and fringe benefits should be, at least, equal to that of the best compensated unit president.*

Under the new Constitution, the Commissioner's office is the key to systemwide governance of the University System. Yet the office is currently functioning with about the same staffing that existed prior to the Constitution under the relatively weak Executive Secretary system. There is an urgent need for augmentation of the Commissioner's staff.

> 28. *The Commissioner of Higher Education and the Superintendent of Public Instruction should be provided with the staff necessary to fulfill their responsibilities in postsecondary education.*

## EVALUATION

Accountability and effective governance requires that administrative officers, as well as teaching staff, be evaluated systematically. One way to provide for evaluation is to appoint system and campus chief executives for a fixed term of office. This allows the governing board and the executive board regular opportunities for assessment. Without such a regularized approach, these assessments tend to take place only in times of crisis and then to be neglected until the next crisis.

Just as accountability should begin with the chief executive, it should extend to all those accountable to this individual. There should be regular evaluation of all administrative staff.

The concepts of accountability and evaluation should not be viewed as harsh or punitive. The basic objective of evaluation is improved performance. It can also improve communication. If evaluations are thorough, fair and conducted with a reasonable degree of sensitivity, they should result in improved morale.

29. *The Commissioner of Higher Education, unit presidents of the University System, and directors of vocational-technical centers should be appointed for five-year terms. Their respective boards should conduct a thorough evaluation of those chief executive officers which would include consultation with faculty, students, staff and community persons, prior to deciding whether to make an offer to reappoint. Evaluation should occur at least every five years but may take place at any time the board deems necessary. Five years should be a normal period of appointment and should not preclude dismissal of a system or unit chief executive after a shorter term.*

30. *System and campus chief executives should develop criteria and procedures for periodic evaluation of their professional administrative staffs.*

## CENTRALIZATION AND DECENTRALIZATION

The need for system leadership and some centralized direction in the University System and the Vocational-Technical Centers is counterbalanced by a need for flexibility at the institutional level. Excessive centralization can delay decisions, deprive institutions of the capacity to respond to legitimate demands and contribute to an impersonal educational environment. Excessive decentralization puts parochial interests before broader needs and often leads to duplication and waste. The state-level governing boards should seek to balance system authority and institutional autonomy and to provide students, faculty and administrators at all levels with an appropriate role in governance. If this balance is to be achieved, the governing boards will have to examine carefully their administrative structures from time to time.

31. *The Board of Regents and the Board of Public Education should conduct a comprehensive review of the arrangements for governance of the postsecondary institutions under their jurisdiction at least once every five years. Students, faculty and administrators should participate in the review. The boards should also use consultants from outside the systems.*

# 5

# PLANNING

Planning is the key to a responsive, efficient and accountable postsecondary education system. It is the principal mechanism for defining the public interest in postsecondary education, for providing a basis of evaluation and accountability, for controlling programs and resources and for coordinating institutions. The planning process can also be an effective vehicle for institutional self-renewal, adaptation to changing needs, encouragement of interinstitutional cooperation and assessment of changing conditions and trends and their implications.

We need effective state planning for postsecondary education which will embody the following characteristics:

a. comprehensiveness— it incorporates public and private colleges, proprietary institutions and any other postsecondary programs and resources.

b. long- and short-range components.

c. participation— open to all persons in the postsecondary education system, to the public and to elected leaders.

d. qualitative— deals with substantive issues as well as quantitative projections of enrollments and costs.

e. critical and future oriented— questions basic assumptions and avoids automatic and mechanistic extrapolation of past and present trends into the future.

Like many states, Montana has not had effective planning for postsecondary education. The planning which has taken place has been on an **ad hoc** basis and has been fragmented, dealing with particular sectors rather than with the total postsecondary education system. Because planning has not been continuous, there has been little ongoing data gathering and assessing of trends. As a result, policymakers have often been forced to act on inadequate information; political, rather than educational, considerations have frequently been dominant. Additionally, when the state embarked on long-range planning by the creation of the Commission on Post-Secondary Education, the data base had to be totally constructed or reconstructed at great cost to the state and the institutions of postsecondary education.

We believe that the most important thing we can do is to leave the state with a viable planning process. Such a process would equip Montana to respond to future conditions and needs, some of which we cannot even anticipate in 1974. After all, just a few years ago, who anticipated Sputnik, the Vietnam War, campus disruption, the environmental crisis, the leveling-off and decline of student interest in higher education and the energy crisis? Yet, each of these occurrences has had great impact upon postsecondary education. In short, even good plans do not make the future predictable. But a good planning process creates a capacity to respond promptly and surely to the unknown conditions of an uncertain future.

## SUGGESTED GUIDELINE FOR PLANNING

There are two types of state planning for postsecondary education.

—**Long-range (strategic) planning** deals with the state goals for postsecondary education and the roles and functions of all postsecondary institutions and agencies. It defines the state's fundamental approach to postsecondary education. It usually occurs at 5- to 15-year intervals and is frequently conducted by a special **ad hoc** commission, such as the Montana Commission on Post-Secondary Education.

—**Short-range (tactical) planning** is planning which takes place within the framework of the long-range plan. This is a continuous process in which specific problems and issues related to the achievement of the long-range plan are identified and studied in short (usually one- to two-year) cycles. Because short-range planning is continuous, it must be the responsibility of a permanent board, commission or agency.

Effective state planning must use both the short- and long-range approaches. It should involve the public institutions and, when appropriate, private institutions of postsecondary education, as well as interested state agencies involved in higher education. It should be concerned with implementation of long-range goals, projections of enrollments and costs, program needs, program review, budget formulae, management systems and other subjects.

In order to carry out periodic in-depth reviews of postsecondary education, we recommend that

32. *Long-range planning be conducted at eight-year intervals by an* **ad-hoc** *commission of public lay representatives appointed by the Governor. The commission should consist of an odd number (but no more than 11) persons, and should include ex-officio membership from the State Board of Education. The commission should complete its task within one year.*

Continuous updating and review of the long-range plan, and the academic programs that give it substance, should be carried out by the responsible operating agencies. We recommend that

33. *The Board of Regents and the Board of Public Education establish schedules whereby all programs under their respective jurisdictions are systematically reviewed. An explicit determination regarding continuance, modification or termination should be reached at least once every five years for university and four-year college programs, and once every three years for vocational-technical and community college programs.*
34. *At the state level, program review for the community colleges should be the responsibility of the Board of Regents, except with respect to federally funded vocational-technical programs, which must be reviewed by the Board of Public Education also.*

35. *Each program* should be reviewed on an individual basis. A universal formula to determine whether programs should be continued or discontinued is neither feasible nor desirable. However, as part of the process for reviewing existing programs, certain minimal criteria should be established by the boards and applied in the staff review. Fully documented findings should be presented then to the boards for action.*

36. *Appropriate criteria will be developed over a period of time and will be subject to change as conditions alter. Therefore, we hesitate to specify them, but believe they should take account of the following factors:*

    a. *number of graduates from the program in each of the last five years.*

    b. *number of students enrolled in the program for each of the last five years; the rate of completion; the rate of attrition; ration of enrollment to degree productivity.*

    c. *the number of students not enrolled in the program but who were served by it for each of the last five years.*

    d. *the size of classes identified as integral elements in the program.*

    e. *for colleges, universities and community colleges, cost per credit hour of the courses identified as integral elements in the program (upper division, lower division and graduate).*

    f. *for vocational-technical centers, cost per contact hours for courses identified as integral elements in the program.*

    g. *cost per program graduate.*

    h. *faculty/instructor workload.*

    i. *faculty/instructor qualifications.*

    j. *reputation and intrinsic value of the program.*

    k. *positions achieved by graduates of the program.*

    l. *positions attained by persons enrolled in the program who may have achieved their educational objectives without completing requirements for the degree or certificate.*

    m. *total production of graduates in the program area from all institutions in the state (and when appropriate, in the region and/or nation).*

    n. *economic and/or qualitative improvements which might be achieved by consolidation and/or elimination of the program.*

    o. *general student interest, evaluation and demand for the program; morale of students in the program.*

    p. *indicators of present and future demand for graduates of the program.*

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*"Program" refers to a series or sequence of courses leading to a certificate or degree, or designed to prepare students for immediate employment or occupational upgrading.

- *q. appropriateness of the program to the mission of the institution.*
- *r. any needs for other programs of higher priority which might be funded fully or partially from savings realized by discontinuance of the program under review.*
- *s. adequacy of support services, particularly library, laboratory and educational facilities.*
- *t. compatibility with state plans.*
- *u. similarity to programs offered at any of the other units.*

*37. In addition, the following criteria should be applied to the review of graduate programs by the Regents.*

- *a. average time of completion of those to whom the degree has been awarded.*
- *b. benefits accruing to the institution and the state independent of enrollment or degree production.*
- *c. proportion of departmental resources devoted to the program.*
- *d. sources of funding — state, federal, etc.*
- *e. qualifications of faculty.*
- *f. qualifications and backgrounds of students attracted to the program.*
- *g. relationship to the impact upon undergraduate program.*

In view of mounting costs and the urgent need to concentrate on those programs that are important both to the state and its people, no time should be lost in carrying out a detailed program review. The procedure must be orderly if all interests are to be heard from and if the process is to be credible. Therefore, we recommend that:

*38. The following procedures be used in review of existing programs.*

- *a. Governing boards should identify programs to be reviewed and establish a review schedule.*
- *b. Review should begin at the instutional level where the program should be assessed according to a criteria established by the boards. Institutional review should include administrators, faculty and students. When review is completed at the institutional level, results should be forwarded to the governing board's executive officer with the institution's recommendations for continuance, discontinuance, modification or provisional status. The latter should be recommended and granted only when a program is relatively new or when the additional time will be used to develop information which does not exist or is not available. Provisional status should be requested for a specified time period.*
- *c. The board's executive officer should conduct an independent analysis of the materials submitted by the*

*institution. If necessary, the analysis may include the views of outside consultants. The executive officer should present the recommendation with supporting documentation to the board. If it is not in agreement with the recommendation of the institution, the executive officer should notify the institution of the reasons in sufficient time for the institution to prepare a rebuttal to the board or to withdraw its recommendation.*

*d. The governing board should review all materials and recommendations, request whatever additional information may be needed and vote to continue, discontinue, modify or place the program on provisional status for a specified period of time.*

*39. The Board of Regents and the Board of Public Education should begin systematic review of existing programs as soon as is feasible.*

*40. Existing program review in the University System should begin with review of all Ph.D. programs, considering first those which are offered in the same disciplines at both doctoral-granting institutions and all graduate and undergraduate programs in education. All these programs should be reviewed by July 1, 1976.*

*41. Special review of programs outside the established schedule should be initiated at any time at the request of the governing board, the executive officer or the institution offering a program.*

Equally careful scrutiny should be given to new programs.

*42. Responsible boards should carefully review proposed new programs prior to their initiation. Clear criteria for review should be established by the boards and regularly criticized in the review process. In setting review criteria, we urge the boards to consider the following factors:*

*a. Objectives of the new program.*

*b. Need for the program.*

*(1) Evidence of student demand (students currently enrolled at the institution requesting the program; students in other institutions who have indicated they would participate in the program; community or regional demand; other sources).*

*(2) When applicable, indicate potential employers of persons trained in the program area who have requested establishment of the program and their specific employment needs. Include any other documentation of need for graduates of such a program — manpower projections, etc.*

*c. Detailed survey of similar programs that are offered within the state (and, for graduate programs, the region).*

*(1) The potential impact the program may have on other programs at the institution, especially in*

terms of funding, facilities, faculty and students.

(2) The potential effect on similar programs offered by other institutions. (Supporting documents from other institutions should be included.)

d. Description of the program as it relates to the mission (or role and scope) of the institution.

e. Students to be served

(1) Anticipated enrollment for a five-year period by level.

(2) Ultimate enrollment goal for the program.

(3) Rationale for these projections.

f. Provisions for institutional review of the quality of the program, which would include student achievement and faculty performance.

g. Costs of the new program

(1) Estimate of start-up (first year) costs. How much of the costs would be absorbed in current budgets, and how much additional funding would be required? Identify the sources of additional funding.

(2) Estimates of anticipated cost and anticipated income of the program for the four years following its first year. Explanation of the rationale for these estimates.

h. Faculty staffing needed for the program, including additional staff requirements and costs of additional staff.

i. Additional facilities, including library equipment, classrooms and office space that are required, and their costs.

j. Present faculty, facilities, equipment and library which will support the program; compare them to known or anticipated standards for accreditation.

k. New courses and the frequency with which they will be offered throughout the first five years.

l. Requirements for the degree or certificate.

m. Supporting courses in other departments.

n. Existing programs for which the new program would offer supporting courses.

o. Procedure used to develop the proposal, including participation of students, faculty, community, advisory committees, etc.

p. Prior to approval of new programs, particularly in vocational-technical and some professional areas, it should be ascertained whether a comparable accredited program is offered in a private or proprietary institution *in the state. If such a program exists and if it is of high quality, the feasibility and possible cost-savings of contracting for the program should be thoroughly investigated. Even if the cost per student is similar or higher, savings may be achieved by avoiding public expenditure on buildings and equipment.*

43. *The following procedures should be used to initiate proposals for new programs.*

    a. *Normally, proposals for the new programs should be initiated by the institutions. However, the governing board or its executive officer might, from time to time, identify a state need for a program and request one or more of the institutions to prepare proposals.*

    b. *Proposals should be sent from the institution to the governing board's executive officer, who should conduct an independent analysis, using independent consultants when appropriate. If the executive officer's recommendation is contrary to that of the institution, the institution should be notified and given sufficient time to prepare a rebuttal or to withdraw its proposal.*

44. *All materials used in program review should be open and accessible to the public.*

# 6

# FINANCING

The state's support, expressed as a percentage of the total state general fund appropriation, has declined each year since 1969-70 as health care, other institutions and important social and political problems have competed with postsecondary education for state tax dollars. We recognize that the state's revenues are limited. However, we believe that the state should continue as the principal source of support to education, since the benefits of education enrich the lives of all Montana's citizens. We believe, too, that state funds should be disbursed efficiently and equitably. Therefore, we recommend that

45. *The state continue to assume the major responsibility for financing public postsecondary education.*
46. *State support of operating expenses of postsecondary education should take two basic forms*
    - a. *direct institutional support through appropriations to the institutions and/or their governing boards.*
    - b. *direct student support through student financial assistance based on need and performance.*

## STUDENT FINANCIAL ASSISTANCE

Montana does not have a student financial assistance program based upon need. The Student Resource Survey found a considerable shortage of student financial aid for certain categories of students. If institutions or programs are terminated or transferred, there will be additional need for assistance, particularly for students who can no longer live with their parents while attending postsecondary institutions. The nine percent gap in postsecondary attendance rates between students who live near an institution and students who do not could probably be narrowed by the provision of aid.

We believe that a state scholarship program (within the framework of the federal student incentive grant program) is the best solution to this problem. Under the education amendments of 1972, the federal government will provide matching funds for states establishing a scholarship program. If Montana had such a program, the state would receive up to sixty thousand dollars (depending upon the state contribution) in 1974-75. We recommend, therefore, that

> 47. *Montana establish a state scholarship program and participate in the federal student incentive grant program. The program should provide for grants to students which are applicable to tuition or living costs at institutions within Montana.*
>     a. *Undergraduates and vocational-technical students in public postsecondary education should be eligible to participate in this program.*
>     b. *Grants should be based upon need.*
>     c. *Priority in the awarding of grants should be given to*
>         (1) *students whose educational programs are disrupted by termination of an institution or program.*
>         (2) *students who must change their place of residence to attend postsecondary education.*
>     d. *Grants or vouchers should be awarded directly to students.*
>     e. *This program should be funded initially at a level of approximately $120,000 (50% state funds, 50% federal funds).*
>     f. *The Commission for Federal Higher Education Programs should administer this program.*
>     g. *The state statute creating a state work-study program should be funded.*

If it is decided that scholarships are to be awarded directly to students on the basis of need, we recommend that all students be eligible, regardless of the form of governance under which their institution operates. A program permitting participation of students in public and private higher education would broaden student options considerably and maximize the use of educational resources. The provisions of the federal program do not permit inclusion of students attending proprietary schools. We recommend that

> 48. *Students attending Carroll College, College of Great Falls, and Rocky Mountain College, be eligible for participation in any state programs which award financial assistance directly to students.*[*]

Currently the Board of Regents of Higher Education administers a scholarship program, and the Montana Legislature has authorized, but not funded, a work-study program. The Regents grant one scholarship to the ranking honor student in each Montana graduating class having 25 or fewer graduates. They grant an additional scholarship to the next ranking student for each increment of 25 graduates in the class. In this program, the recipient receives no funds; the scholarship waives the student's fees at a unit of the Montana University System.

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[*] This would probably require constitutional amendment.

If the state decides to support all these programs, Montana will have taken a first step toward offering a broad program of student financial assistance and greatly increasing student access and choice.

## STUDENT CHARGES

Student charges affect both access and the need for financial assistance. Therefore, great caution should be used in raising charges further. This is important particularly in the University System, where charges have increased significantly in recent years. We reaffirm that students should contribute to the direct costs of their education; but we also stress that such charges should be raised only after student resources have been studied to determine the impact of such charges and the possible needs they may create for student financial aids. Therefore, we recommend that

> 49. *Students in state institutions of postsecondary education contribute to the direct costs of their education. However, student charges should not be raised until student resources have been studied to determine the impact of such charges.*
>
>     a. *The graduate fees structure should be studied.*
>
>     b. *Increases in student fees should not be used to decrease General Fund appropriations.*

## BUDGETING

As we have indicated in the preceding chapters, all money for the Montana University System should be appropriated to the Board of Regents. Money might be designated for each unit, but the Regents must have authority to transfer the system's financial, human and capital (equipment) resources to avoid the possibility of their being wasted or not fully used.

Such authority is especially important during a period of fluctuating enrollments and changing program demands. The actions of the Regents would be subject to legislative postaudit, thereby insuring accountability. We recommend that

> 50. *State, executive and legislative authorities, in the exercise of their responsibility for budget control and audit, concentrate on program budget review and approval, and avoid line-item approval and direct involvement in internal budget operation and administration of the public institutions of postsecondary education.*
>
> 51. *State funds allocated to the University System should be appropriated to the Board of Regents.*

An effective budgeting process affords the state an opportunity to emphasize and reward economies within its postsecondary institutions. One way to stimulate each institution of postsecondary education to rigorously examine and justify its priorities is the "zero-based" budget. This is a type of budgeting by which an institution must justify the needs of each of its programs starting from the ground up, rather than using the current level of expenditures as a base. Such an approach avoids the perpetuation of existing inequities and anachronisms through the funding process. Under the zero-base budget, funding requests must relate to such program components as the number of students, faculty, degrees and levels of instruction.

In contrast, Montana has used an "incremental budget" in which the beginning point for assessing the need for additional funding is the current expenditure base. Using it as a starting point, factors are added to take into account such items as inflation, fixed cost increases and program expansion.

We recommend that

52. *All institutions of postsecondary education adopt "zero-based" program budgeting.*
53. *Budgeting formulas should take into account the different missions and programs of the institutions of postsecondary education and the library, laboratories and equipment necessary to support institutional functions.*

Since 1969-70, local support for operating community colleges has declined from 60 to 36 percent of the total college budget; the rest is covered by the state. We believe that the local communities must contribute to the support of these institutions if they are to remain community colleges and that their support should not continue to decline. Therefore, we recommend

54. *The ratio of state to county funding of community colleges be set at 65:35.*

As a precondition of sound fiscal management, postsecondary institutions should develop and perfect informational systems which determine the full cost of resources used in the process of producing credit hours, degrees and certificates. We recommend that

55. *Institutions and units of postsecondary education continue to develop and refine uniform standards, definitions and procedures that will find the full cost of resources used in the process of producing instructional outcomes, including student credit hours, courses, degrees and certificates. As far as possible, this information should be compatible with the work being carried on by the United States Office of Education and the National Center for Higher Education Management System.*
56. *State funds should be provided to institutions and system offices for the development of management information systems.*

Since fewer and fewer new people will assume academic positions in higher education in the coming years, one source of new blood, new ideas and reform will be greatly reduced. Some discretionary funds for institutionally initiated and approved projects will be needed to maintain a momentum of improvement. We believe that relatively modest incentives can produce significant results. Therefore, we recommend that

57. *Funds equivalent to one instructional FTE faculty position be granted to each unit of the University System for each 750 students or part thereof. The additional funds would be used for curricular reform or research related to improved instruction.*

In Chapter III, we recommended establishing a Statewide Association for Adult and Continuing Education as an essential step in meeting the needs of populations not fully served presently by the system. This new body can help determine required levels of state funding. The Association itself will need money to carry out this work. Therefore, we recommend that

58. *The state provide funding for the administrative expenses of the Statewide Association for Adult Education.*
59. *When the Statewide Association for Adult Education has accumulated sufficient experience and information on the demand for adult and continuing education, it should assess the need and appropriateness of state funding of programs and courses.*

## FACULTY COMPENSATION

The quality of postsecondary education ultimately depends upon the quality of the staffs of each institution. In the long run it is virtually impossible to maintain a quality staff unless staff members are paid at a level comparable to what they would receive at like institutions. When salaries are relatively low, the superior faculty and administrators tend to leave.

We believe that governing boards should play a larger role in determining salary increases. Such increases should reflect system and institutional priorities. Equity and merit increases should be emphasized, as well as cost of living augmentations. We recommend that governing boards set systemwide priorities for increases in faculty compensation.

60. *Faculty, administrative and staff salaries and benefits in Montana higher education should be competitive with those provided for comparable services in comparable institutions. Salaries among similar units should be more uniform.*
61. *The governing boards of public postsecondary education should conduct periodic surveys to compare the compensation paid to faculty, administrators and other staff with levels of compensation of persons with similar responsibilities in similar postsecondary institutions, government and the private sector.*
62. *Governing boards should set systemwide priorities for increases in faculty compensation.*
63. *The Regents should emphasize immediately, equity and merit increases in their priorities for faculty compensation in the University System. Recommendations for merit increases should be the sole responsibility of the dean of the school or the president of the institution.*

In conclusion, we call attention to three related issues: the need to carefully monitor administrative costs; the desirability of some private financing for public postsecondary education, and the possibility of rebating some property tax revenues to communities which support community colleges.

64. *Administrative support costs should be carefully reviewed to insure that they are commensurate with the size of the institution and the number of students being served.*

65. *Private foundations of individual postsecondary institutions should be encouraged to develop income for the supplemental programs. Income from these foundations should be considered additional income and should not be used to reduce its General Fund appropriations.*

66. *An Attorney General's opinion should be requested to determine whether the Board of Regents could rebate up to three of the six University System mills collected from those political subdivisions which maintain community colleges.*

# 7

# INSTITUTIONS AND THEIR MISSIONS

Montana is rich in the variety of its postsecondary educational resources. The state offers its prospective students a choice of three public systems — the Montana University System with six units, three community colleges, five vocational-technical centers; three independent colleges, and more than thirty proprietary schools. We believe the mission and function of each of these systems is important.

Before exploring possible changes within the systems, we should make clear our beliefs about Montana's need for institutions of various types and their fundamental character. We recommend that

67. *The primary mission of each institution of public higher education be the education of undergraduate students.*

68. *Since a clear need for each exists, there should continue to be three types of public institutions of higher education:*

    a. *Community Colleges. These institutions provide the opportunity for many students to receive two years of academic and/or vocational education in an area close to their home communities at a reduced cost to the state. Because they are limited to two-year programs, the community colleges can operate at a relatively low level of enrollment without excessive costs or undue constraints on student choice. They enhance the overall diversity of higher education by providing a small college environment where students may be exposed to both academic and vocational programs.*

    b. *Public Four-Year Colleges. The state colleges provide collegiate and some vocational-technical and para-professional programs in relatively small institutions. They have a regional focus and attempt to concentrate their* *services on specific areas of the state. This sector will continue to serve a significant proportion of Montana's undergraduate students. However, this is also the sector with the most severe lack of use and the greatest excess capacity.*

c. *Public Universities. The two public universities will continue to serve most of the undergraduate students in Montana higher education. They should remain the only two institutions with heavy research emphasis and authority to offer advanced graduate and professional degrees. Generally, high-cost professional programs should be concentrated in these institutions. The size of the universities enables them to provide a broad range of curricular options economically.*

We also believe there will be a continuing need for public postsecondary vocational-technical centers.

69. *The vocational-technical centers cannot be meaningfully defined in terms of levels of degrees or certificates. Essentially, their roles should remain flexible in order to adjust to changing educational, labor and employment needs of the state and its communities.*
70. *The centers should be viewed as components of a system with each unit specializing in certain fields with no unnecessary program duplication among the centers.*
71. *No changes in the missions of the vocational-technical centers should be made at present.*

We see no reason, then, for basic changes in the overall postsecondary education system, nor for additional institutions. We recommend that

72. *The units of public postsecondary education maintain their present admissions policies except as recommended in other sections of this report.**
73. *There should be no need in the present, or in the foreseeable future, for additional public postsecondary institutions in Montana.*

As detailed in Chapter 1, the most serious and immediate problem facing Montana postsecondary education is the decrease in University System enrollment in recent years. Enrollments have fallen off by thirteen percent since 1970-71; four units have experienced declines of more than twenty-five percent**. Fewer students are attending our colleges and universities. Soon this trend will be coupled with an actual decrease in the number of high school graduates. The decline in the birth rate and in actual births is beginning to affect our school system and will become more pronounced in the future.* The most "optimistic" enrollment projection developed by the Commission's Technical Group on Student Enrollments shows that in 1984-85 (the year before these first-graders graduate from high school) there will be six percent or approximately 1,385 fewer students in public higher education than in 1973-74, a year when enrollments were already declining. An alternate enrollment projection, based upon current trends in the rate of high school graduates going on to public higher education, predicts that there will be twenty-one percent or approximately 4,978 fewer students in 1984-85.

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*See Recommendation #1, Chapter 3, Educational Policies.

**See Appendix A-1, Chart I.

Present and future enrollment declines pose difficult questions for policymakers. These include

—Is it educationally and economically feasible for the State of Montana to continue to maintain a six-unit university system in the face of significantly decreased enrollments?

—What factors should be taken into account in determining the number and types of institutions needed?

Clearly Montanans will have to make difficult decisions as enrollments at various institutions drop. Any decisions reached should be based on the criteria of minimum size, access, capacity, cost and educational mission.

## MINIMUM SIZE

In assessing the desirability and need for specific institutions, the issue of minimum campus size should be considered. In the past a major emphasis of state postsecondary planning has been on limiting the growth of institutions at specific cut-off points. The new era of enrollment stabilization and decline requires that attention be directed to the question of how small an institution can be and still be viable. There is no precise formula for establishing minimum institutional size, but we believe the following should be taken into account.

1. **Type of institution** — i.e., university, four-year college, community college. The more modest the role of an institution and the more limited its programs, the more likely is it able to maintain quality, diversity and efficiency with a relatively small enrollment. Therefore, the minimum viable enrollment of a community college is less than that of a four-year college which, in turn, is lower than that of a university.
2. **Educational quality and diversity**. While the minimum viable enrollment level for each type of institution varies, each institution should maintain a level sufficient to justify adequate faculty, programs and courses to provide students with a reasonable range of curricular offerings.
3. **Efficiency**. An institution must maintain enrollment at a level which achieves some economies of scale and a reasonable cost per student.

## ACCESS

In addition to minimum viable enrollment, another factor which must be considered in determining the need for an institution is accessibility. Would the elimination of a particular unit reduce the opportunities for higher education available to the people of the state?

In a predominantly rural state, we believe accessibility cannot be achieved by providing a college or university within commuting distance of every student, as some national study groups have recommended. Even if feasible, it is questionable whether it would be beneficial unless there were adequate enrollment to assure a reasonable range of programs. Access is not meaningful unless it is access to programs that meet educational and career goals. No one's educational or occupational choice should be limited by the geographical area where he or she happens to reside.

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*See Appendix A-6.

# 7 INSTITUTIONS AND THEIR MISSIONS

In the past, the impact of geographical proximity on access has probably been exaggerated. There are ways of improving access other than by providing campuses in every city or county. These ways include:

—financial assistance to compensate for the costs of attending college away from the home community.

—"outreach" programs which deliver education away from the campus.

In Montana, attendance of high school graduates at institutions of higher education appears to be only slightly affected by geographical proximity. The basis for estimating proximity was whether a significant portion of the county in which the high school was located fell within a 40-mile radius of a university, college or community college. This rough measure indicated that the rate of attendance for counties outside the 40-mile radius was only nine percent less than the attendance rate by counties within the radius. The most efficient way to deal with a differential of this size seems to be through student financial aid programs to reduce the cost differential for students who commute a great distance or change their place of residence to attend college.

## CAPACITIES OF OTHER UNITS

If a campus is closed, can the other units absorb the students? Can they offer the programs at an equal or better quality?

The best indices of the capacities of public higher education show that there is significant excess capacity in at least four of the units of the University System. Employing current space use standards, the University System could have accommodated 23,647 students in the fall of the 1973-74 academic year.* Indeed, the system has enrolled as many as 25,000 FTE students. And this analysis does not take into account the construction projects completed during 1973-74, which add substantial capacity to at least one unit, Montana State University. If use of space is made more efficient than is reflected by current standards, such as the extension of class hours, all units could accommodate more students.**

Programs must be examined on an individual basis. In higher-cost programs, there may actually be improvements in quality (as well as reductions in costs) which could be achieved by consolidation at one unit.

## COSTS

In a time of scarce resources, declining enrollments and increasing demands for accountability, the maximum educational benefit must be derived for each dollar spent. This means that unnecessary duplication should be avoided and that steps must be taken to avoid spreading financial resources so thin that quality suffers. The question is whether the elimination of one or more units and/or the concentration of some high-cost programs at one particular unit would result in the more effective use of state resources.

For relatively small institutions, decreases in enrollment tend to result in **reduced diversity** of student options (as faculty, programs and courses are trimmed to reflect reduced budgets), as well as **higher costs** per student. That is because physical plant maintenance and other basic services cannot be cut proportionately with decreased enrollments and budgets. Thus, it costs the state **more** to offer the student **less.** If a university were to suffer a large drop in enrollment, a similar situation would occur.

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*See Appendix A-4, Chart III.

**Since enrollments are projected on a basis of net (or headcount) students and capacity is estimated on the basis of full-time equivalent students, the space analysis understates the actual number of students which can be accommodated. This understatement is highly significant in view of the increasing number of part-time students.

The following data on instructional cost per fiscal year full-time equivalent student were developed by the Technical Group on Fiscal and Budgetary Information; the figures were updated using actual enrollments for 1973-74 academic year.

| | |
|---|---|
| University of Montana | $1,713.34 |
| Montana State University | 1,614.53 |
| Montana College of Mineral Science and Technology | 2,260.47 |
| Western Montana College | 1,756.12 |
| Eastern Montana College | 1,465.45 |
| Northern Montana College | 1,880.21 |

The unit where cost per student appears to be most excessive is Western Montana College. This institution operates exclusively in the teacher education and liberal arts areas which are normally low cost programs. The costs at the two universities are rather low, primarily because they maintain a viable enrollment level. In comparison, they are even lower, because their cost includes not only the low-cost programs in education and liberal arts, but high-cost graduate and professional programs, as well. The cost per student at Montana College of Mineral Science and Technology is partially explained by the institution's emphasis on the more expensive engineering and science programs, though this does not mean that economies could not be achieved. The costs at Northern Montana College are influenced by the vocational-technical programs, which are also normally more expensive than liberal arts offerings.

## EDUCATIONAL MISSION

Is the unit fulfilling a mission which is vital to the state and which could not be undertaken or absorbed by another campus? This question is closely related to "Capacities of Other Units" discussed above. However, one issue that must be addressed before considering the capacities of other campuses is whether the state and its students need the program at all. This question is particularly relevant to some education programs which are generally underenrolled, and reflect reduced student demand and declining state, as well as regional and national needs for teachers in the future. In other program areas where a societal and student need exists, the issue is which unit can offer the program at the highest quality and greatest efficiency. Although we have reached no decision yet, we have seriously questioned the need for engineering programs at two units and we have explored the possible educational and economic gains of consolidating all engineering programs at one campus where the related support programs — mathematics, chemistry, physics, computer science, etc. — would be available to all engineering students without duplication. However, this is only one of several alternatives under consideration.

## UNITS IN DIFFICULTY

Applying all of the factors described above — minimum campus size, access, capacities of other units, costs and educational mission — to all units of the University System, we have concluded that the future of three units in their present form is in doubt.

**Western Montana College** is far below its minimum viable enrollment and enrollments are falling each quarter. It is exclusively a teacher training institution at a time when a reduced need for teachers is anticipated and four other units offer similar programs. Cost per student is high, especially for a single-purpose, undergraduate institution. Only 12.5 percent of Western's student body are undergraduate students living with their parents. The remainder live away from home and could presumably do so at another unit just about as easily.

# 7

## INSTITUTIONS AND THEIR MISSIONS

**Montana College of Mineral Science and Technology** has suffered severe enrollment decreases in recent years. It is questionable whether this unit's enrollment is sufficient to enable it to provide adequate staffing and curriculum, particularly in areas related to engineering. For example, Tech currently employs only five full-time equivalent faculty in mathematics, four in chemistry and 3.9 in physics. Mining and engineering is its specialty; yet in student composition, Tech resembles a junior or community college. Freshmen and sophomores comprise 59 percent of its student body. A total of 72.9 percent of the freshmen and 66.7 percent of the undergraduates at Tech are from Silver Bow County. The college clearly plays an important role in providing access to the first two years of college for students from the Butte area. About 47 percent of the students are undergraduates who live with their parents and commute to Tech. Yet, Tech draws the lowest percent — 39.11 — of the first-time beginning freshmen in its area of proximity of all the university system units. A significant reason for this is its narrow mining and engineering specialty, and related to that, the limited liberal arts curriculum. Cost per student is the highest in the University System, due primarily to the technological nature of the programs and to shrinking enrollment.

**Northern Montana College** has experienced severe enrollment decreases but has managed to maintain higher enrollments than Western or Tech. It serves a part of the state which is isolated from other units of higher education, so its role in providing access is significant. Additionally, Northern has developed programs in the vocational-technical area which are not duplicated elsewhere in the University System. This unit also provides teacher education in vocational-technical fields. Costs are high, reflecting the expenses of the vocational-technical programs and the 31 percent enrollment decline since 1970-71. There have already been significant cutbacks in staff and curricular offerings, and the survival of Northern in its present form is questionable if enrollments continue to decline over the next few years.

## POLICY OPTIONS

Before making recommendations for the future of any of the units, alternatives were thoroughly explored. The following options are open to institutions which are unable to maintain a viable enrollment level:

1. **Status quo.** This is, of course, the least disruptive course of action in the short run. It is also very expensive; cost per student will continue to increase as economics of scale are lost. This option is also most likely to result in deterioration of quality and of student curricular choices. Faculty, courses and programs will have to be continuously trimmed as costs rise and enrollments continue to decline — or even if they remain stable. The excessive costs of maintaining an institution at a low enrollment level will damage the other units by draining resources which could be used more economically elsewhere.

2. **Maintain the institution at a guaranteed level of funding.** This would mean moving away from the enrollment-based budget. It would insure the institution of a sufficient funding to maintain faculty, programs and courses regardless of the number of students served. However, it would be even more expensive than option 1 and would demand a larger proportion of the total funds available for higher education.

3. **Add new programs.** This is the typical response of an institution in enrollment trouble. If the need for new programs is clearly demonstrated and the institution is the most capable of providing the programs, this can be an option. However, the primary objective in adding programs should be to meet student needs in the most efficient manner and not to bolster enrollments.

4. **Change the institutional mission.** Complete reorganization of a unit is feasible when there is a demonstrated need for some new kind of institution. However, physical plant and staff which have been assembled for a specific purpose are not easily converted.

5. **Close the institution.** This is obviously the most difficult and most painful option. It is fraught with political hazards and involves serious economic dislocations for individuals and

communities. Yet, from an educational and fiscal point of view, this is the only rational option when none of the alternatives described above is acceptable. The short-run dollar savings are not always dramatic, particularly when bonds must be paid off. However, in the long run this may be the only way to achieve educational quality and cost-effectiveness.

## CONCLUSIONS

After exploring the criteria and options described in this chapter, we have concluded that

—Option 5 is the only sound course of action for Western Montana College.

—While we believe there is a need in Butte for a public institution of higher education, the mission and role of such an institution needs further study. We offer four possible alternatives in our recommendations and we invite the general public and the people of Butte to explore these and other options with us.

—It is possible that enrollments at Northern Montana College will stabilize at or near their current level. No change is required at this time. However, enrollment trends should be carefully monitored.

The following recommendations specify the role and scope of each of our institutions of public postsecondary eduction, and establish criteria for monitoring the institutional structure in the future.

74. *These considerations should be utilized in determining the need for an institution of higher education:*

    a. *role of the institution in maintaining and improving access to postsecondary education.*

    b. *present and potential size of the institution;*
        (1) *must be large enough to assure students of a range of programs and courses of an adequate quality and with a diversified curriculum.*

        (2) *must be large enough to utilize resources effectively.*

    c. *needs of individuals and society for programs and services offered.*

    d. *whether other institutions have the capacity to absorb students and programs if necessary.*

75. *On the basis of the above considerations, the Montana University System should make the following structural changes:*

    a. *Western Montana College should be closed.*

    b. *These alternatives should be considered for Montana College of Mineral Science and Technology*

        (1) *That it become a highly specialized, high quality technical institute related to the minerals industries and supporting disciplines. Concentration would be on present areas of quality. Low-quality areas would be pared away.*

        (2) *Similar to (1) but with the addition of programs to train vocational teachers (although not to compete with similar programs at Northern Montana College).*

*(3) That it be converted into a branch campus of Montana State University. Administrative costs would be reduced. Quality would be improved. Butte would retain programs through the four-year and perhaps Master's level. Unnecessary duplication would be eliminated and programs upgraded.*

*(4) That it be converted to a completely state supported two-year institution for the lower division.*

*c. If the mission of the Montana College of Mineral Science and Technology is substantially changed, the Montana Bureau of Mines and Geology should remain in Butte, but be administratively attached to the Montana State University.*

*d. If enrollment at Northern Montana College should fall substantially below the current level, the Regents should reevaluate the feasibility of continuing to operate the college as presently constituted.*

*76. The role and scope of the remaining institutions of Public Higher Education should be as follows:*

*a. Eastern Montana College*

*(1) Should offer undergraduate instruction in the liberal arts and sciences and in teacher training; should offer the associate degree.*

*(2) May develop additional majors in the arts and sciences but only as demonstrated needs develop.*

*(3) Should carefully control Master's degree programs; the emphasis should be to provide services to practicing teachers.*

*(4) Should not offer the doctorate but may, through participation in consortia with the University of Montana and/or Montana State University, offer some courses and programs leading to the doctorate. This option should be utilized only in areas of special strength (such as special education) when the need for a program can be demonstrated and when Eastern Montana College's participation will enable the state to avoid duplication of faculty and facilities.*

*b. Northern Montana College*

*(1) Should offer baccalaureate programs in teacher training and vocational education, and one- and two-year programs in selective vocational and preprofessional fields; should offer the associate degree.*

*(2) Master's degree programs should be limited to the special needs and clienteles of the col-*

*lege's service area with emphasis upon providing services to practicing teachers.*

c. *The role and scope of Montana College of Mineral Science and Technology will depend upon which of the alternatives described in 75.b. is adopted.*

d. *Montana State University*

  (1) *Should offer a broad range of undergraduate programs in the liberal arts and sciences, teacher training, agriculture, engineering and selective professional areas, as well as the associate degree.*

  (2) *Should provide graduate instruction, research and public service.*

  (3) *Should share with the University of Montana exclusive authority in public higher education to award the doctorate. However, doctoral programs should be offered in a limited number of carefully selected disciplines except for such specialized programs which may be retained at Montana College of Mineral Science and Technology.*

  (4) *Should have exclusive jurisdiction over four-year and graduate programs in engineering, including the Ph.D.*

  (5) *Ph.D. and Master's programs should emphasize the special character of the land grant university and the special needs of the state and region.*

e. *University of Montana*

  (1) *Should offer a broad range of undergraduate programs in the liberal arts and sciences, teacher training and selective professional areas, as well as the associate degree.*

  (2) *Should provide graduate instruction, research and public service.*

  (3) *Should share with Montana State University exclusive authority in public higher education to award the doctorate. However, doctoral programs should be offered only in a limited number of carefully selected disciplines.*

  (4) *Ph.D. and Master's programs should relate to the special needs of the state and region.*

  (5) *Should remain the state's most comprehensive institution of higher education.*

f. *Dawson College, Flathead Valley Community College and Miles Community College*

  (1) *Should offer instruction through the second year of college.*

(2) *Programs may include collegiate courses for transfer to four-year institutions; instruction in vocational and technical courses leading to employment; general or liberal arts courses, and a particular concern for community and area services.*

(3) *Should grant the Associate Degree in Arts and Science and certificates in technical and vocational fields.*

Closing an educational institution is no easy matter for the personnel, for the community or for the state. We recommend adoption of the following policies with regard to institutional closures, now or in the future.

77. *When a unit of postsecondary education is closed, the state should attempt to find an alternate use for the physical plant.*

78. *When a unit of postsecondary education is closed or when a program is terminated or transferred to another unit, students who are dislocated as a result of such actions, should receive full credit by the accepting institution for previous work. They should be able to complete their degrees in the same amount of time that would have been required had they completed their work at the institution in which they had previously enrolled.*

79. *When a program is transferred from one institution to another, faculty should normally be given the opportunity to transfer.*

## PROPRIETARY EDUCATION

Another source of educational opportunity in Montana is proprietary education which offers occupational preparation courses usually of short duration. By its very nature, it tends to respond to the ebb and flow of the job market.

Proprietary schools may be expected to operate as long as the demand for their services continues because of the type of training offered and the limited clientele served. These institutions must remain responsible to the state with respect to standards of instruction and program content, conditions of facilities and accurate descriptions of program offerings, placement success and job promises in advertising and promotion. The state in turn, should recognize the contribution of proprietary education, particularly in its postsecondary education planning.

Therefore, we recommend that

80. *The Legislature provide adequate funding to assure that the Department of Business Regulation can fulfill its responsibilities with respect to regulation of proprietary schools.*

81. *Proprietary schools should be included in future long-and short-range state planning for post-secondary education in Montana.*

# 8

# HEALTH CARE EDUCATION

In examining Montana's health care education needs we were guided by the following underlying assumptions:

That quality health care is a basic right of all Montanans.

That poor distribution of health care personnel, rather than shortages, is — generally speaking — the most serious deficiency in Montana's health care delivery system, especially in rural areas.

That future needs, especially for Montana's health care facilities, are in some cases difficult to project, since ever-changing federal regulations — such as those which relate to Medicaid/Medicare — require different levels of care, which almost always call for increasing numbers of and more highly trained health personnel on a resident or consulting basis.

That a national health insurance plan, which appears inevitable, may change the health care delivery system in the United States and will doubtless require the training and employment of more and more health care personnel.

Furthermore, the projection of future needs in the education of health care professionals at all levels for the state of Montana is complicated by two factors:

(1) Patterns of patient care are changing, responsibilities of the various professions and specialities in the allied health field are being altered and, therefore, educational programs must change. It is very possible that in the future there will be demands for types of allied health workers which do not exist today.

(2) Action by the federal government has had, and will continue to have, profound effects on health care and the related educational programs. These effects take two forms: one through federal requirements for licensing, certification or participation in federal programs; and the other through massive shifts or withdrawals of funds in and out of various educational programs. No one has been able to predict when or where these changes will occur; the only thing that can be predicted with certainty is that there will continue to be uncertainty as far as federal action is concerned.

Based upon these considerations and a careful examination of present educational arrangements, we arrived at several conclusions regarding the general character of health care education.

82. *More emphasis should be placed on preventive care in health education programs.*

83. *Health education for consumers — particularly during the school years — should be given high priority.*

84. *Student needs as well as community needs, should be considered in planning for educational programs.*

85. *The counseling system should be carefully scrutinized and the counseling function should be given more attention in order to better screen the potential applicants for pre-medicine/pre-dentistry/pre-veterinary medicine. The students should be given the opportunity to have more exposure to their chosen profession in the field during these pre-professional years.*

86. *Sound vocational counseling and guidance should be strongly encouraged beginning at the junior and senior high school level and continuing throughout the postsecondary level.*

An extremely important part of health care education for Montana students is carried on by professional schools and health care facilities outside of the state. Without the population base necessary for conventional, full-fledged schools of medicine, dentistry and veterinary medicine, the State must rely on its neighbors for education in these professions and in some specialized support fields. Medical education relies primarily on the Washington, Alaska, Montana, Idaho Medical Education Program (WAMI), operating out of the University of Washington. Other areas rely on the subsidized exchange programs arranged by the Western Interstate Commission for Higher Education (WICHE).

If a single overriding problem can be identified, it is that of access to these programs by Montana students, particularly those seeking training in human medicine, veterinarian medicine and dentistry. In many cases the real bottleneck, both for the student who wishes to pursue a particular career and for the state which needs trained people in all health care areas, appears to be obtaining admission to an out-of-state professional school or internship program. There is a rapidly accelerating trend for these institutions to admit fewer and fewer out-of-state students, and at the same time, to expect the sending state to pay an amount closer to full cost of the education or training program. Montana must protect opportunities for health care education which are not available in the state, and this will probably take the form of "buying" (at the full educational cost) places in out-of-state professional schools and training programs. The alternative is that the access of Montana students to these programs will become increasingly difficult and perhaps even cease. Therefore, we make the following recommendations affecting interstate programs:

87. *Support should be given to the Washington, Alaska, Montana, Idaho Medical Education Program (WAMI), and the Legislature should appropriate the necessary amount of dollars each year to keep it working in this state. However, financial support should be contingent upon a written guarantee from the University of Washington School of Medicine that the full number of up to 80 qualified medical students will actually be admitted within the next four years.*

88. *The WAMI program should make a systematic effort to introduce Montana's medical students to rural areas during the community clinical phase of their education, rather than concentrating them in the urban areas of the state. A system providing for forgiveness of educational loans in return for practicing medicine in rural areas should be devised for WAMI.*

89. *Montana should continue supporting the Western Interstate Commission for Higher Education (WICHE) Student Exchange Program and increase its level of support as required. The Regents should consider a system which takes into account the variability in the economic needs of Montana students attending out-of-state medical, dental and veterinary medical schools with a provision which would require (in some instances) repayment to the state of the amount the state pays to meet out-of-state tuition costs. It should include, too, a loan forgiveness feature contingent upon a period of practice in Montana once the education has been completed.*

90. *Some device for protecting existing slots in dental schools for Montana students should be developed, as well as some method to expand opportunities for admission to dental schools.*

91. *Montana State University's efforts to develop a WAMI-like program for veterinary medicine should be encouraged, and the Legislature should consider funding such a program.*

92. *The present cooperative arrangement with two out-of-state colleges of osteopathy should prove beneficial in supplying the state in the future and should be continued.*

After reviewing the needs and educational programs in health care support and related professions, we recommend that

93. *The existing four-year program for dental hygienists be continued. At this time, a second baccalaureate program should not be developed. The feasibility of a two-year program at the vocational-technical center which has responsibility for health care training as its major activity, or at a community college, should be examined.*

94. *The upward mobility concept should be developed within all accredited programs to allow for ease of movement of the dental assistant into a dental hygiene program.*

95. *The state should develop additional internships for medical technologists.*

96. *The programs for medical laboratory assistants should be expanded if other schools or institutions have the necessary financial support and proper laboratory facilities, staff and other resources.*

97. *Field experience training for sanitarians should be offered in the state.*

98. *Efforts should be made to develop flexibility in nursing programs from Licensed Practical Nurse (LPN) to Baccalaureate degree nurses. This would include efforts to make it possible for LPN and Associate Degree nurses to enter baccalaureate programs, receiving credit for their previous training.*

    a. *Those nursing education programs which lead to Registered Nurse (RN) licenses should be continued at their present levels, and the varied programs should remain as they are now structured, but based on the changing needs of the state. Modifications should be made as needed.*

   - *b. Overall limitations of clinical facilities may require statewide coordination to assure adequate clinical experiences for nursing students.*
   - *c. The Family Nurse Practitioner program should be strongly supported. However, proliferation of these post-RN programs does not seem necessary nor feasible. Modifications should be made as needs arise.*
   - *d. No additional master's programs should be developed.*
   - *e. An education consultant should be appointed for the State Board of Nursing.*

*99. In practical nursing, the Vocational Education Division and the State Board of Nursing should jointly coordinate the number of programs and students based on area need. The Manpower Development and Training Act (MDTA) practical nursing programs should not be developed unless or until they are coordinated with the Vocational Education Division.*

*100. In establishing future nurse aide programs, the Vocational Education Division should take the factors of supply, demand and geography into consideration.*

*101. Increased legislative support should be made available to the WICHE Student Exchange Program in physical therapy.*

*102. Programs to train physical therapy aides should be established at the vocational level.*

*103. The establishment of continuing education programs for hospital administrators should be given a very high priority. The Montana University System should be encouraged to investigate the feasibility of establishing a program for hospital administrators similar to that for nursing home administrators.*

*104. The one degree program in the state for the medical records field should fulfill adequately the needs of the state.*

*105. There should be no major change in the educational opportunities for pharmacy students.*

*106. If the need for an expanded program in speech pathology and audiology appears in the future, it should be met by the existing program.*

   - *a. A method should be developed whereby the services of these professionals are obtainable in the smaller communities around the state.*
   - *b. Continuing education possibilities should be developed outside of the Missoula area.*

*107. The private hospital programs in radiologic (X-ray) technology should adequately supply the state at the present time. No academic programs should be established.*

*108. The present programs in respiratory/inhalation therapy should be continued and expanded as needs arise.*

*109. Continued support should be made available for the WICHE Student Exchange Program in occupational therapy.*

*110. The existing program for clinical psychologists should be expanded within the University System.*

*111. The in-migration of psychiatric social workers should meet Montana's needs; no new programs should be initiated.*

*112. Dietetic internships should be secured for Montana students who have completed their academic training.*

*113. There should be continued support of the WICHE Student Exchange Program in the field of optometry.*

*114. Except for poor distribution of chiropractors, the state's needs should be met adequately.*

*115. There should be no expansion in current academic programs in pre-podiatry. There should be continued support of the WICHE Student Exchange Program.*

The amount and type of health care education should be closely tied to actual state needs for care and services. Only accurate measurement of demand and close control over the size of programs can eliminate waste of both human and fiscal resources. We recommend that

*116. A reliable system be developed for projecting future needs in the health occupations and professions.*

*117. Subject to governing board approval, all health care education programs should be permitted to control admissions based on program capacity and reliable projected needs.*

*118. A method should be developed for determining the appropriate number of medical students to be subsidized by the state.*

Changes in the health care field occur so rapidly that persons in it must work constantly to keep current. The State should do its share to keep medical practice abreast of contemporary standards. Therefore, we recommend that

*119. All health care personnel have available to them, and be encouraged to participate in, adequate continuing education and in-service training programs.*

*120. All potential sources for continuing education should be investigated — Montana Medical Education and Research Foundation (MMERF), the University System, the vocational-technical centers and the allied health and professional associations — and a coordinating system should be designated to accommodate continuing education in the total health care field.*

# 9

# NATIVE AMERICANS AND POSTSECONDARY EDUCATION

For the sake of Montana's native peoples, and as a measure of the state's dignity, it is time to stop the learned rhetoric and to start learning action in early, basic and higher education. Native American education is so far in the past that it cannot wait on the future. For most of the native peoples of Montana there is no "today" in education. The evidence is uncompromisingly clear: Native American learners are caught in a network of mutually reinforcing handicaps ranging from material poverty to racism, illness, geographical and social isolation, language and cultural barriers, defacto segregation and simple hunger.

Native Americans not only need but want better schooling. They must have it, and they must have it immediately. We are convinced of their need for better schooling on their own terms with a major voice in the determination of objectives, active involvement in program development and strengthening of their own cultural base. And they must have better schooling both as individuals and as families.

Formal schooling for Native Americans must become more relevant to their values, customs and historical perspectives. This relevance is necessary for those making their initial forays into further education. It requires a strengthening of their own heritage as an antidote to the cultural shock that awaits them — or may have already brought them down. Improved course offerings in the Native American's cultural heritage are needed at all stages of education with particular emphasis on language, history, religion and social, political and recreational pursuits.

If we succeed in this, the energy now expended on distrust and hostility may be rechanneled into a healthy pluralism. We recommend, therefore, that

*121. The State Board of Education and the Montana postsecondary institutions fully implement the mandate of the new Montana Constitution (Article X, Sec. 2) through continued expansion of innovative projects and existing Indian programs.*

*122. Montana postsecondary institutions should develop a set of institutional goals and objectives relating to Native Americans which would include, but not be limited to, welfare of students, educational programs, Indian community activities, etc.*

123. *Funding for Native American Studies Programs should be increased based on Indian student needs, population and the number of Montana Indian communities to be served. The criteria for future state funding and for establishing programs should be based on effective administrations, research activities, curriculum developments and support services, etc.*

124. *Postsecondary institutions should support financially future Native American cultural activities on campus (museum exhibits, pow-wows, student conferences, art and cultural functions, etc.) the same as other school functions during the academic year.*

125. *Postsecondary institutions and concerned state agencies should support the new Indian Culture Master Plan for the Education of Public School Teachers (HB 343, HJR 60) and provide assistance for its implementation.*

To achieve the goals we consider essential for an effective relationship between the postsecondary education system and the Native American population, clear policy for positive action must be established. We recommend that

126. *The Board of Regents and the Board of Public Education review educational policies as they relate to Indian students and initiate the necessary action to insure that the educational needs of the Native American people are being met.*

127. *The Board of Regents should appoint a standing subcommittee composed of Indian educators, tribal representatives and advocates to review financing and administration of institutional programs for Native Americans and to deal with issues affecting the concerns of Montana Indian communities.*

128. *Student financial aid officials (tribal/institutional/federal) should make a responsible effort to develop new aid programs or a new statewide Indian financial aid formula on behalf of Indian students attending postsecondary institutions, taking into consideration treaty rights, tribal grants, state fee waivers, economic opportunity grants, legislation, etc.*

129. *Directors of college work-study programs should develop a policy which affords the Indian student an opportunity to work on or near reservations under the guidelines of the federal work-study program.*

130. *The Board of Regents should review the State Indian Fee Waiver and recommend to the legislature any reform needed to make the waiver applicable to all tribal Indian students.*

If we hope to buttress native pride and adaptability, we must begin when the critical aspects of personality formation are underway and must remain fixed on this objective throughout later education. Interracial tolerance, understanding and mutal respect cannot come about unless we help learners to achieve personal security and self-esteem from the very beginning. We need to establish mechanisms that will insure achievement of these purposes, and to this end, we recommend that

131. *Presidents and/or directors of postsecondary institutions create an*

*Indian Review Board with membership selected with the assistance of responsible tribal and urban Indian groups. The Board should address itself to issues and problems confronting postsecondary institutions and Native American communities.*

132. *Those institutions having significant Indian student populations or Indian community involvement should provide special services (skill classes, cultural classes, Indian counselors, tutors, etc.) for students needing this type of program.*

133. *Provision should be made for Indian students to have access to qualified Indian counselors (for at least 4 years) as well as tutors (for at least 2 years) to assist them in adapting to the foreign environment of the institution.*

134. *An effort should be made by officials of student health services to develop a uniform Indian student health plan in coordination with the Indian Public Health Service.*

135. *The Commissioner of Higher Education should seek funds to finance an annual conference on Native Americans in postsecondary education. Participants should include representatives of postsecondary institutions, Indian students, Montana Indian community people, state educational officials, etc.*

136. *All postsecondary institutions should develop and maintain data on Indian students and Indian community projects for the purpose of public accountability.*

137. *The Commissioner of Higher Education should evaluate institutional programs for Indians and make recommendations for insuring full and acceptable participation in these programs by Montana Native Americans.*

138. *The Board of Regents should develop an annual report concerning Native Americans and postsecondary education to be disseminated statewide.*

Another guarantee of effective Native American programs is adequate Indian representation in policy and operating positions in the state. We recommend that

139. *The Governor appoint a Native American to the Board of Regents.*

140. *The Board of Regents should seek funds from the Legislature for a permanent Indian staff member in the office of the Commissioner of Higher Education for the purpose of coordinating Indian affairs and programs at postsecondary institutions.*

141. *All postsecondary institutions should make an immediate effort to employ qualified Indian faculty and non-instructional staff on all levels.*

# 10

# ACCOUNTABILITY

While the word "accountability" is fairly new in educational circles, the fundamental concept is not. The basis of accountability is responsibility; the basic question it raises is "Who is accountable, to whom and for what?"

In earlier times, accountability in postsecondary education usually meant the responsibility of institutions to use funds, particularly public funds, to achieve the general purposes for which they were appropriated. This was a narrow concept of accountability that related to cost accounting and fiscal reporting. More recently, the concept of accountability has taken on a broader meaning encompassing all aspects of the postsecondary educational system — costs, educational effectiveness and the mutual and interacting responsibilities of all participants in the system, i.e., students, faculty, administrators, board members, the public and its elected leaders.

We endorse the broad concept of accountability. We believe that if accountability is to be meaningful, it should pervade every level and function of postsecondary education. It is for this reason that many of the preceding chapters contain recommendations for strengthening accountability, including

—Statements of goals (Chapter I) and institutional missions (Chapter VII) which set forth the responsibilities of our system of postsecondary education and of each component.

—Recommendations regarding the rights and responsibilities of governing boards and their chief staff officers (Chapter IV).

—Proposals for systematic evaluation of chief administrative officers of the institutions and their staffs (Chapter IV).

—Periodic review of the arrangements for governance of postsecondary education (Chapter IV).

—Responsibilities and criteria for planning and reviewing new and existing programs (Chapter V).

—Responsibilities for improvement of the educational process for assuring cooperation between postsecondary and secondary education and for the improvement of counseling (Chapter III).

—Responsibilities for reviewing tenure and staffing procedures (Chapter III).

—Responsibilities for financing postsecondary education and for providing equal access through student aid (Chapter VI).

—Responsibilities for full disclosure of costs and expenditures and for cooperation in post-audits (Chapters IV and VI).

We recognize that the executive and legislative branches of government need more detailed and sophisticated information on the use of resources in postsecondary education. We believe that the work of our Technical Group on Fiscal and Budgetary Information has provided the most detailed and comprehensive data ever produced on the costs of postsecondary education in Montana. Yet much more needs to be done to refine this information and to insure that, henceforth, it will be collected systematically and continuously as we recommended in Chapter 6. The collection and publication of this type of data will provide a more rational basis for policy at the state level, improve internal management of the institutions and increase public confidence in postsecondary education.

Beyond the issue of costs is the issue of value received. The current trend in accountability is to focus upon outcomes and results and to attempt to relate them to relevant inputs — dollars, personnel, instructional techniques, etc. In other words, in addition to knowing how much it costs, there is a need to know what has been achieved in terms of educational effectiveness. In one of its last reports, the Carnegie Commission recommended examination of accountability in terms of "value added" — what the student gains as a result of the educational effectiveness. At the present time we can measure student gains in credit hours or degrees, but these tend to be indicators of persistence rather than of actual learning. A related problem is that credits and degrees do not reveal the effectiveness of postsecondary education in its non-instructional functions such as research and public service. Therefore, better indicators of the effectiveness of our postsecondary institutions must be developed.

As these new indices of effectiveness are developed — and we believe they will be developed — it is important that they take into account the diversity of postsecondary institutions and their missions. Different standards of accountability should be applied to universities, state colleges, community colleges and vocational-technical institutions. Accountability should not become uniformity. However, this does not mean that procedures for disclosing and reporting information should not be as compatible as possible.

Basic to accountability and to good management is the systematic collection of information and the use of such information in decision-making at all levels. Therefore, we recommend that

*142. The state planning agency for postsecondary education develop a comprehensive, compatible management information system.*

- *a. The elements in the system should be those with reasonable potential for direct use by the units, systems offices, boards and by state government for policy and planning purposes.*
- *b. All elements put in the system should be as compatible as possible.*
- *c. Dual or duplicate systems are extremely expensive to maintain and should be avoided.*
- *d. The units of the Montana University System should use a uniform system of accounts as prescribed by the American Council on Education and endorsed by the American Institute of Certified Public Accountants. Where necessary, the Statewide Budgeting and Accounting System should be modified to accommodate these*

*nationally recognized requirements for college and university accounting.*

Accountability to the public and its representatives at the state level must be complemented by accountability at the institutional level. We believe that explicit statements of rights and responsibilities for each of the internal constituencies of postsecondary education can contribute to accountability.

143. *Governing boards should develop statements of rights and responsibilities for members of the institutions (including faculty, students, administrators, staff and trustees) along the lines suggested in the Technical Report on Accountability:*

  *—Accountability of postsecondary education to the public and its representatives.*

  *—Accountability of postsecondary education to the student.*

  *—Accountability of the individual (faculty, students, staff) to the institution.*

144. *These statements should be developed in consultation with each of the groups affected.*

145. *The Board of Regents should be encouraged to publish an annual report on its activities including its financial status, as well as the goals and objectives of higher education in the state. This report should be made available to the Legislature each December.*

A system of accountability will protect the interests of all involved in postsecondary education and facilitate cooperation for greater educational effectiveness. Equally important is the fact that the process of accountability stimulates individuals and institutions to think about and explain what they do and why; thereby, it encourages constructive change. We agree with the recent statement of a national study group on graduate education:

> While accountability is often perceived as a threat, it can also be regarded as a challenge. Those who ask institutions of advanced learning to justify themselves, are, by that very deed, offering such institutions a chance to engage in self-study, and are, in addition, providing faculties and administrations alike with a way of achieving unified visions of purpose. . . .

# A

# APPENDIX A

# SUPPLEMENTARY DATA

# APPENDIX A-1

## CHART I

### UNIVERSITY SYSTEM ENROLLMENT DECREASES, 1970-71 THROUGH 1973-74 (FYFTE)

| | 1970-71 | 1973-74 | %Decrease |
|---|---|---|---|
| UM | 8,809 | 8,312 | 5% |
| MSU | 8,479 | 8,174 | 4% |
| MCMST | 951 | 683 | 28% |
| WMC | 1,224 | 721 | 41% |
| EMC | 3,937 | 2,815 | 28% |
| NMC | 1,552 | 1,067 | 31% |
| University System | 24,952 | 21,824 | 13% |

## CHART II

## UNIVERSITY SYSTEM ENROLLMENTS SPRING, 1974 (FTE)

| Institution | Lower Division | Upper Division | Graduate | Total |
|---|---|---|---|---|
| UM | 3,944 | 2,640 | 655 | 7,239 |
| MSU | 4,093 | 2,585 | 342 | 7,020 |
| MCMST | 447 | 162 | 15 | 624 |
| WMC | 345 | 186 | 0 | 531 |
| EMC | 1,290 | 982 | 76 | 2,348 |
| NMC | 591 | 200 | 16 | 807 |
| University System | 10,710 | 6,755 | 1,104 | 18,569 |

# APPENDIX A-3

## LOCAL ENROLLMENT — MONTANA UNIVERSITY SYSTEM AND COMMUNITY COLLEGES

| | |
|---|---|
| **University of Montana** | |
| Undergraduates from Missoula County | —21.30% |
| Freshmen from Missoula County | —19.26% |
| First time beginning freshmen from area of proximity* | —77.38% |
| **Montana State University** | |
| Undergraduates from Gallatin County | —15.66% |
| Freshmen from Gallatin County | —11.98% |
| First time beginning freshmen from area of proximity | —88.04% |
| **Montana College of Mineral Science and Technology** | |
| Undergraduates from Silver Bow County | —66.7% |
| Freshmen from Silver Bow County | —72.9% |
| First time beginning freshmen from area of proximity | —39.11% |
| **Eastern Montana College** | |
| Undergraduates from Yellowstone County | —50.68% |
| Freshmen from Yellowstone County | —55.73% |
| First time beginning freshmen from area of proximity | —47.22% |
| **Northern Montana College** | |
| Undergraduates from Hill County | —38.60% |
| Freshmen from Hill County | —37.50% |
| First time beginning freshmen from area of proximity | —52.29% |
| **Western Montana College** | |
| Undergraduates from Beaverhead County | —32.86% |
| Freshmen from Beaverhead County | —27.21% |
| First time beginning freshmen from area of proximity | —52.08% |
| **Dawson Community College** | |
| Undergraduates from Dawson County | —58.20% |
| Freshmen from Dawson County | —57.73% |
| First time beginning freshmen from area of proximity | —72.32% |
| **Flathead Valley Community College** | |
| Undergraduates from Flathead County | —90.24% |
| Freshmen from Flathead County | —84.89% |
| First time beginning freshmen from area of proximity | —71.68% |
| **Miles City Community College** | |
| Undergraduates from Custer County | —76.47% |
| Freshmen from Custer County | —60.92% |
| First time beginning freshmen from area of proximity | —55.68% |

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*The Area of Proximity is composed of each county which has a significant portion falling within a 40-mile radius of the institution.

## CHART III

## ASSIGNABLE ACADEMIC SQUARE FEET MONTANA HIGHER EDUCATION*

| | | |
|---|---|---|
| **Public Colleges** (using factor of 93 sq. ft per FTE) | | |
| Montana College of Mineral Science & Technology | | 1,259 FTE capacity |
| Western Montana College | | 1,609 FTE capacity |
| Eastern Montana College | | 2,800 FTE capacity |
| Northern Montana College | | 1,991 FTE capacity |
| | Total | 7,659 FTE capacity |
| **Public Universities** (using factor of 114 sq. ft. per FTE) | | |
| University of Montana | | 6,652 FTE capacity |
| Montana State University | | 8,145 FTE capacity |
| | Total | 14,707 FTE capacity |
| **Community Colleges** (using factor of 103 sq. ft. per FTE) | | |
| Dawson College | | 391 FTE capacity |
| Miles Community College | | 368 FTE capacity |
| Flathead Valley Community College | | 522 FTE capacity |
| | Total | 1,281 FTE capacity |
| **Total Public Higher Education** | | |
| Public Colleges | | 7,659 FTE capacity |
| Public Universities | | 14,707 FTE capacity |
| Community Colleges | | 1,281 FTE capacity |
| | Total | 23,647 FTE capacity |

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*"Assignable academic square feet" is a rough but generally accepted standard for determining full-time equivalent (FTE) student capacity. It takes into account classrooms, libraries, labratories and office space but does not include space used for support or auxiliary services or the physical condition of facilities. The institutional FTE capacities above are based upon the following space utilization standards

Classrooms — 30 hours per week at 60% occupancy.
Laboratories — 20 hours per week at 80% occupancy.

These standards could be raised, thereby increasing institutional capacities.

# APPENDIX A-5

## BONDED INDEBTEDNESS — MONTANA UNIVERSITY SYSTEM

| Institution | Issued | Redeemed to June 30, 1973 | Outstanding June 30, 1973 |
|---|---|---|---|
| UM | $24,767,000 | $4,379,000 | $20,388,000 |
| MSU | 33,101,000 | 7,646,000 | 25,455,000 |
| EMC | 6,401,000 | 1,165,000 | 5,236,000 |
| NMC | 6,064,000 | 2,398,000 | 3,666,000 |
| WMC | 2,312,000 | 437,000 | 1,875,000 |
| MCMST | 1,450,000 | 108,000 | 1,342,000 |

Source: State of Montana, Financial Report, 1972-73.

## MONTANA AND NATIONAL BIRTH RATES

| Year | Live at Birth | Birth Rate* | Estimated Mid-Year Population | National Birth Rate* |
|---|---|---|---|---|
| 1940 | 11,468 | 20.5 | 559,456 | 19.4 |
| 1941 | 11,545 | 21.8 | 530,000 | 20.3 |
| 1942 | 11,735 | 23.5 | 500,000 | 22.2 |
| 1943 | 11,407 | 24.3 | 470,033 | 22.7 |
| 1944 | 10,943 | 22.5 | 487,300 | 21.2 |
| 1945 | 10,601 | 21.0 | 504,600 | 20.4 |
| 1946 | 12,858 | 24.6 | 521,900 | 24.1 |
| 1947 | 15,086 | 28.0 | 539,200 | 26.6 |
| 1948 | 15,035 | 27.0 | 556,500 | 24.9 |
| 1949 | 15,366 | 26.8 | 573,800 | 24.5 |
| 1950 | 15,592 | 26.4 | 591,024 | 24.1 |
| 1951 | 15,929 | 26.7 | 596,000 | 24.9 |
| 1952 | 16,479 | 27.4 | 602,000 | 25.1 |
| 1953 | 15,596 | 26.9 | 616,000 | 25.1 |
| 1954 | 17,276 | 27.7 | 624,000 | 25.3 |
| 1955 | 17,454 | 27.4 | 636,000 | 25.0 |
| 1956 | 17,703 | 27.0 | 656,000 | 25.2 |
| 1957 | 18,219 | 27.3 | 667,000 | 25.3 |
| 1958 | 17,275 | 25.9 | 666,000 | 24.5 |
| 1959 | 17,646 | 26.4 | 669,000 | 24.0 |
| 1960 | 17,448 | 25.9 | 674,767 | 23.7 |
| 1961 | 17,368 | 25.5 | 682,000 | 23.3 |
| 1962 | 16,818 | 24.7 | 709,000 | 22.4 |
| 1963 | 15,934 | 22.5 | 707,000 | 21.7 |
| 1964 | 15,094 | 21.4 | 705,000 | 21.0 |
| 1965 | 13,641 | 19.3 | 706,000 | 21.7 |
| 1966 | 12,623 | 18.0 | 702,000 | 18.4 |
| 1967 | 12,087 | 17.2 | 701,000 | 17.8 |
| 1968 | 11,992 | 17.3 | 693,000 | 17.5 |
| 1969 | 11,762 | 16.9 | 694,000 | 17.8 |
| 1970 | 12,622 | 18.2 | 694,409 | 18.4 |
| 1971 | 12,347 | 17.4 | 710,000 | 17.3 |
| 1972 | 11,444 | 15.9 | 719,000 | 15.6** |
| 1973 | 11,392 | 15.8 | 721,000 | 15.0** |

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*Per 1,000 estimated Population.

**Provisional

Source: Montana Department of Health, June, 1974.

# APPENDIX A-7

## PUBLIC SCHOOL ENROLLMENT BY GRADE**
## 1965-66 through 1973-74

| School Year | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | Ungr. & Sp. Ed | Total Elem. | 9 | 10 | 11 | 12 | Ungr. & Sp. Ed. | Total H.S. | Grand Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1965-66 | 16,120 | 14,842 | 14,822 | 14,296 | 13,916 | 13,875 | 13,705 | 13,355 | 676 | 119,256 | 12,966 | 12,268 | 11,564 | 10,633 | 46 | 47,477 | 166,733 |
| 1966-67 | 15,858 | 15,073 | 14,321 | 14,610 | 13,981 | 13,731 | 13,882 | 13,503 | 8,809 | 119,279 | 13,553 | 12,495 | 11,695 | 10,857 | 70 | 48,670 | 167,949 |
| 1967-68 | 15,904 | 15,010 | 14,889 | 14,335 | 14,557 | 13,973 | 14,068 | 13,798 | 1,261 | 121,401 | 13,708 | 13,208 | 12,027 | 11,122 | 173 | 50,228 | 141,629 |
| 1968-69 | 15,622 | 14,754 | 14,595 | 14,586 | 14,158 | 14,284 | 14,010 | 13,764 | 1,455 | 120,729 | 13,897 | 13,441 | 12,724 | 11,424 | 333 | 51,819 | 172,548 |
| 1969-70 | 14,638 | 14,788 | 14,554 | 14,633 | 14,695 | 14,359 | 14,551 | 14,042 | 1,727 | 121,219 | 14,055 | 13,546 | 12,806 | 11,892 | 256 | 52,555 | 173,774 |
| 1970-71 | 13,812 | 14,115 | 14,750 | 14,676 | 14,628 | 14,701 | 14,681 | 14,600 | 1,662 | 120,860 | 14,291 | 13,819 | 13,018 | 12,205 | 339 | 53,672 | 174,532 |
| 1971-72 | 13,266 | 13,527 | 14,195 | 14,785 | 14,651 | 14,611 | 14,776 | 14,509 | 1,540 | 119,204 | 14,288 | 14,105 | 13,183 | 12,325 | 312 | 54,213 | 173,417 |
| 1972-73 | 12,446 | 12,753 | 13,409 | 14,181 | 14,926 | 14,754 | 14,886 | 14,812 | 1,173 | 117,182 | 14,689 | 14,452 | 13,284 | 12,296 | 447 | 55,168 | 172,350 |
| 1973-74 | 12,134 | 12,006 | 12,738 | 13,415 | 14,238 | 14,967 | 14,872 | 15,009 | — | 113,541* | 15,588 | 14,530 | 13,697 | 12,192 | — | 56,007* | 169,548* |

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**As of October 1 of each school year

*These totals do not include ungraded and special education enrollments which are unavailable at this time.

Source: Superintendent of Public Instruction, **Montana School Statistics**, 1972 and June 19, 1974

## DEGREES GRANTED BY UNITS OF MONTANA UNIVERSITY SYSTEM
## 1966-67 THRU 1973-74

### UNIVERSITY OF MONTANA

| Degree Programs | Degrees Granted | | | | | | | | 1966-67 to 1973-74 | 1966-67 to 1973-74 |
|---|---|---|---|---|---|---|---|---|---|---|
| | 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | Total | Average |
| **DOCTORATES** | | | | | | | | | | |
| Doctor of Philosophy in: | | | | | | | | | | |
| Botany | 1 | 0 | 1 | 1 | 0 | 6 | 0 | 3 | 12 | 1.5 |
| Chemistry | 0 | 0 | 1 | 1 | 0 | 0 | 0 | 2 | 8 | 1 |
| Forestry | 0 | 0 | 0 | 1 | 5 | 0 | 1 | 1 | 8 | 1 |
| Geology | 1 | 2 | 2 | 1 | 2 | 3 | 2 | 1 | 14 | 1.75 |
| History | 0 | 0 | 0 | 0 | 2 | 2 | 0 | 1 | 4 | .50 |
| Mathematics | 0 | 0 | 0 | 9 | 2 | 2 | 1 | 1 | 6 | .75 |
| Microbiology | 0 | 1 | 1 | 2 | 1 | 1 | 3 | 2 | 11 | 1.38 |
| Psychology | 1 | 1 | 4 | 5 | 5 | 9 | 20 | 18 | 63 | 7.88 |
| Sociology | - | 0 | 0 | 0 | 0 | 0 | 2 | 2 | 4 | .50 |
| Zoology | 4 | 1 | 4 | 3 | 1 | 2 | 2 | 3 | 20 | 2.50 |
| Doctor of Education | 7 | 10 | 7 | 8 | 14 | 11 | 16 | 22 | 95 | 11.88 |
| Juris Doctor | 32 | 33 | 47 | 34 | 35 | 40 | 64 | 51 | 336 | 42 |
| **MASTER'S DEGREES** | | | | | | | | | | |
| Master of Arts in: | | | | | | | | | | |
| Anthropology | 5 | 4 | 1 | 1 | 2 | 2 | 4 | 7 | 25 | 18.75 |
| Art | 5 | 3 | 0 | 2 | 4 | 1 | 3 | 2 | 20 | 2.50 |
| Botany | 0 | 1 | 1 | 2 | 0 | 2 | 0 | 0 | 6 | .75 |
| Drama | 6 | 0 | 0 | 0 | 1 | 5 | 0 | 0 | 12 | 1.50 |
| Economics | 4 | 0 | 3 | 3 | 1 | 2 | 2 | 2 | 17 | 2.12 |
| Education | 5 | 2 | 1 | 1 | 4 | 2 | 1 | 0 | 16 | 2 |
| English | 9 | 5 | 5 | 7 | 6 | 13 | 7 | 9 | 61 | 7.63 |
| French | 1 | 2 | 0 | 1 | 2 | 9 | 1 | 2 | 18 | 2.25 |
| Geography | 1 | 0 | 2 | 2 | 2 | 0 | 5 | 2 | 12 | 1.50 |
| Geology | 0 | 0 | 1 | 0 | 0 | 1 | 2 | 1 | 5 | .63 |
| German | 1 | 1 | 0 | 1 | 1 | 0 | 0 | 0 | 4 | .50 |
| Guidance & Counseling | 3 | 9 | 11 | 10 | 18 | 17 | 16 | 10 | 94 | 11.75 |

# APPENDIX A-8

| Degree Programs | Degrees Granted 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| History | 11 | 8 | 11 | 11 | 2 | 14 | 4 | 8 | 69 | 8.63 |
| Journalism | 2 | 1 | 2 | 2 | 2 | 2 | 2 | 0 | 13 | 1.63 |
| Mathematics | 4 | 6 | 6 | 5 | 6 | 5 | 4 | 9 | 45 | 5.63 |
| Music History & Lit. | 1 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 3 | .38 |
| Philosophy | 0 | 0 | 0 | 0 | 1 | 0 | 1 | 1 | 3 | .38 |
| Physics | 1 | 0 | 0 | 0 | 1 | 4 | 7 | 4 | 4 | .50 |
| Political Science | 1 | 3 | 2 | 4 | 5 | 4 | 7 | 4 | 30 | 3.75 |
| Psychology | 4 | 7 | 9 | 9 | 14 | 6 | 14 | 10 | 73 | 9.13 |
| Sociology | 3 | 7 | 8 | 2 | 2 | 3 | 8 | 3 | 36 | 4.5 |
| Spanish | 1 | 1 | 0 | 6 | 8 | 4 | 1 |  | 21 | 2.63 |
| Speech Communication | 3 | 1 | 4 | 3 | 6 | 2 | 7 | 6 | 32 | 4 |
| Speech Pathology & Audiology | 4 | 3 | 4 | 3 | 4 | 5 | 16 | 9 | 48 | 6 |
| Zoology | 2 | 4 | 3 | 3 | 3 | 0 | 2 | 4 | 21 | 2.63 |
| Master of Science in: |  |  |  |  |  |  |  |  |  |  |
| Botany | 1 | 0 | 3 | 1 | 0 | 1 | 1 | 0 | 7 | .88 |
| Business Administration | 0 | 0 | 0 | 0 | 13 | 7 | 7 | 4 | 31 | 3.88 |
| Chemistry | 3 | 1 | 3 | 2 | 3 | 3 | 7 | 2 | 24 | 3 |
| Environmental Studies | - | - | - | - | - | 3 | 5 | 5 | 13 | 4.33 |
| Forestry | 5 | 6 | 4 | 5 | 6 | 8 | 5 | 3 | 42 | 5.25 |
| Geology | 4 | 6 | 2 | 2 | 7 | 8 | 11 | 6 | 46 | 5.75 |
| Health & Physical Education | 4 | 3 | 7 | 4 | 1 | 6 | 5 | 3 | 3 | 13 |
| Microbiology | 3 | 4 | 1 | 2 | 1 | 4 | 5 | 3 | 23 | 2.88 |
| Pharmacy | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 1 | 2 | .25 |
| Physics | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Recreation | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 2 | .25 |
| Resource Conservation | 2 | 0 | 0 | 1 | 2 | 2 | 3 | 2 | 12 | 1.50 |
| Wildlife Biology | 3 | 2 | 5 | 3 | 3 | 5 | 7 | 3 | 31 | 3.88 |
| Wildlife Management | - | - | - | - | - | 1 | 0 | 0 | 1 | .33 |
| Zoology | 0 | 0 | 3 | 2 | 1 | 5 | 2 | 0 | 13 | 1.63 |
| Master of Arts for Teachers of English | 0 | 0 | 1 | 4 | 0 | 0 | 0 | 1 | 6 | .75 |
| Master of Science for Teachers of Biological Sciences | 6 | 16 | 23 | 17 | 17 | 26 | 9 | 4 | 118 | 14.75 |

# APPENDIX A-8

| Degree Programs | Degrees Granted 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| Master of Science for Teachers of Chemistry | 0 | 0 | 1 | 1 | 0 | 1 | 0 | 0 | 3 | .38 |
| Master of Science for |  |  | 1 |  | 2 |  |  |  |  |  |
| Teachers of Health, Physical Education and Recreation | 0 | 0 | 0 | 3 | 4 | 3 | 2 | 0 | 12 | 1.50 |
| Master of Arts for Teachers of Chemistry | - | - | - | - | - | 2 | 0 | 0 | 2 | .67 |
| Master of Arts for Teachers of Mathematics | 11 | 25 | 8 | 22 | 16 | 20 | 4 | 17 | 123 | 15.38 |
| Master of Business Administration | 3 | 8 | 4 | 10 | 28 | 30 | 61 | 45 | 189 | 23.63 |
| Master of Education | 50 | 43 | 52 | 73 | 84 | 63 | 63 | 67 | 495 | 61.88 |
| Master of Fine Arts |  |  |  |  |  |  |  |  |  |  |
| Art | 4 | 3 | 7 | 8 | 6 | 6 | 11 | 3 | 48 | 6 |
| Creative Writing | 0 | 1 | 3 | 6 | 3 | 9 | 17 | 8 | 47 | 5.88 |
| Drama | 0 | 0 | 0 | 1 | 1 | 4 | 1 | 0 | 7 | .88 |
| Master of Forestry | 1 | 1 | 3 | 2 | 2 | 3 | 6 | 1 | 19 | 2.38 |
| Master of Music | 5 | 3 | 3 | 2 | 4 | 5 | 2 | 2 | 26 | 3.25 |
| Master of Music Education | 4 | 8 | 2 | 4 | 12 | 2 | 6 | 2 | 40 | 5 |
| Master of Resource Administration | - | - | - | - | - | 6 | 3 | 0 | 9 | 1.13 |
| Master of Speech Pathology and Audiology | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 2 | .25 |
| Master of Urban Studies | 0 | 0 | 0 | 0 | 3 | 4 | 2 | 2 | 1 | 1.38 |
| **BACHELOR'S DEGREES** |  |  |  |  |  |  |  |  |  |  |
| Bachelor of Arts, with major in: |  |  |  |  |  |  |  |  |  |  |
| Anthropology | 11 | 7 | 17 | 21 | 22 | 22 | 32 | 24 | 156 | 19.5 |
| Anthropology-Sociology | 1 | 2 | - | - | - | 0 | 0 | 0 | 3 | .38 |
| Art | 4 | 4 | 10 | 12 | 11 | 11 | 13 | 15 | 80 | 10 |
| Biology | 6 | 1 | 0 | 1 | 5 | 11 | 14 | 14 | 52 | 6.5 |
| Botany | 5 | 3 | 1 | 3 | 3 | 3 | 10 | 16 | 44 | 5.5 |

## APPENDIX A-8

| Degree Programs | Degrees Granted | | | | | | | | 1966-67 to 1973-74 | 1966-67 to 1973-74 |
|---|---|---|---|---|---|---|---|---|---|---|
| | 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | Total | Average |
| Chemistry | 2 | 3 | 3 | 6 | 3 | 3 | 5 | 6 | 31 | 3.88 |
| Classics | | | | | | - | - | 1 | 1 | 1 |
| Drama | 2 | 1 | 3 | 3 | 2 | 1 | 3 | 2 | 17 | 2.13 |
| Economics | 14 | 22 | 14 | 25 | 17 | 26 | 11 | 18 | 147 | 18.38 |
| Economics-Political Science | 2 | 4 | 2 | 7 | 4 | 11 | 6 | 10 | 46 | 5.75 |
| Economics-Sociology | 2 | 0 | 1 | 2 | 3 | 2 | 4 | 0 | 14 | 1.75 |
| English | 36 | 43 | 45 | 61 | 71 | 53 | 47 | 47 | 614 | 76.75 |
| French | 15 | 23 | 22 | 17 | 10 | 3 | 12 | 13 | 115 | 14.38 |
| Geography | 5 | 4 | 3 | 10 | 10 | 10 | 6 | 16 | 64 | 8 |
| Geology | 8 | 2 | 5 | 8 | 10 | 8 | 9 | 10 | 60 | 7.5 |
| German | 4 | 4 | 3 | 5 | 5 | 4 | 2 | 5 | 32 | 4 |
| Health & Physical Education | 6 | 5 | 4 | 6 | 5 | 6 | 8 | 4 | 44 | 5.5 |
| History | 35 | 31 | 35 | 31 | 43 | 34 | 34 | 33 | 276 | 34.50 |
| History-Political Science | 18 | 21 | 26 | 44 | 46 | 53 | 29 | 22 | 259 | 32.38 |
| Home Economics | 9 | 8 | 10 | 16 | 10 | 7 | 12 | 11 | 83 | 10.38 |
| Italian | | | | | | - | 1 | 0 | 1 | .50 |
| Latin | | | | | | 1 | 3 | 1 | 5 | 1.67 |
| Liberal Arts | 22 | 13 | 14 | 26 | 19 | 35 | 24 | 18 | 171 | 21.38 |
| Library Science | 1 | 2 | - | - | - | 0 | 0 | 0 | 3 | .38 |
| Mathematics | 12 | 10 | 14 | 13 | 10 | 11 | 15 | 5 | 90 | 11.25 |
| Microbiology | 4 | 7 | | 15 | 7 | 11 | 11 | 4 | 67 | 8.38 |
| Music | | | | | | 2 | 3 | 0 | 5 | 1.67 |
| Philosophy | 8 | 4 | 7 | 15 | 7 | 11 | 11 | 4 | 67 | 8.38 |
| Physical Science | 3 | 0 | 2 | 1 | 1 | 0 | 0 | 1 | 8 | 1 |
| Physics | 2 | 3 | 3 | 8 | 10 | 13 | 7 | 12 | 58 | 7.25 |
| Political Science | 10 | 8 | 14 | 24 | 30 | 25 | 29 | 30 | 170 | 21.25 |
| Pre-Medical Sciences | 3 | 1 | 5 | 6 | 5 | 6 | 9 | 5 | 40 | 5 |
| Psychology | 13 | 12 | 17 | 21 | 23 | 32 | 34 | 34 | 186 | 23.25 |
| Recreation | | | | | | - | 2 | 3 | 5 | 2.50 |
| Religious Studies | | | | | | - | - | 2 | 2 | 2 |
| Russian | - | - | 1 | 3 | 1 | 5 | 4 | 3 | 17 | 2.83 |
| Social Welfare | 10 | 16 | 14 | 25 | 31 | 47 | 56 | 50 | 249 | 31.13 |
| Sociology | 40 | 35 | 39 | 36 | 44 | 40 | 51 | 71 | 286 | 35.75 |

# APPENDIX A-8

| Degree Programs | Degrees Granted 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| Spanish | 15 | 12 | 16 | 15 | 11 | 8 | 10 | 6 | 93 | 11.63 |
| Speech Communication | 5 | 2 | 6 | 5 | 4 | 8 | 9 | 14 | 53 | 6.26 |
| Speech Pathology & Audiology | 12 | 12 | 9 | 13 | 16 | 9 | 10 | 21 | 102 | 12.75 |
| Zoology | 14 | 10 | 22 | 8 | 17 | 17 | 20 | 18 | 126 | 15.75 |
| Bachelor of Arts in Business Adm. | 15 | 14 | 21 | 18 | 22 | 26 | 17 | 30 | 163 | 20.38 |
| Bachelor or Arts in Education | 160 | 168 | 193 | 221 | 247 | 267 | 179 | 144 | 1,579 | 197.38 |
| Bachelor of Arts in Journalism | 20 | 22 | 21 | 21 | 9 | 21 | 25 | 34 | 173 | 21.63 |
| Bachelor or Arts in Radio-TV | 1 | 4 | 4 | 8 | 5 | 9 | 8 | 12 | 51 | 6.38 |
| Bachelor of Science, with major in Chemistry | 5 | 5 | 1 | 4 | 4 | 6 | 3 | 1 | 29 | 3.63 |
| Computer Science | - | - | - | - | 1 | 2 | 6 | 7 | 16 | 4 |
| Health & Physical Education | 36 | 34 | 35 | 30 | 29 | 56 | 52 | 36 | 308 | 38.50 |
| Home Economics | 21 | 13 | 20 | 19 | 21 | 0 | 23 | 23 | 150 | 18.75 |
| Recreation | | | | | | | | | | |
| Bachelor of Science in Business Adm. | 147 | 161 | 140 | 184 | 172 | 178 | 141 | 147 | 1.270 | 158.75 |
| Bachelor of Science in Forestry | 58 | 63 | 61 | 66 | 80 | 70 | 82 | 57 | 537 | 67.13 |
| Bachelor of Science in Medical Technology | 3 | 4 | 5 | 6 | 9 | 5 | 5 | 16 | 53 | 6.63 |
| Bachelor of Science in Pharmacy | 24 | 39 | 26 | 26 | 30 | 27 | 21 | 24 | 217 | 27.13 |
| Bachelor of Science in Physical Therapy | 13 | 15 | 14 | 16 | 23 | 0 | 0 | 2 | 83 | 10.38 |
| Bachelor of Science in Resource Conservation | 4 | 1 | 0 | 3 | 3 | 0 | 14 | 30 | 55 | 6.88 |
| Bachelor of Science in Wildlife Biology | 24 | 15 | 23 | 19 | 35 | 29 | 39 | 34 | 218 | 27.25 |

# APPENDIX A-8

| Degree Programs | Degrees Granted 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| Bachelor of Fine Arts, with major in: | | | | | | | | | | |
| Art | 5 | 1 | 4 | 6 | 11 | 15 | 25 | 14 | 81 | 10.13 |
| Drama | - | - | - | 3 | 2 | 4 | 5 | 7 | 21 | 4.2 |
| Bachelor of Music, with major in: | | | | | | | | | | |
| Music Education | 4 | 17 | 7 | 8 | 7 | 4 | 5 | 0 | 52 | 6.5 |
| Performance & Comp. | 3 | 9 | 7 | 6 | 12 | 7 | 6 | 7 | 57 | 7.13 |
| Bachelor of Music Education, with major in: | | | | | | | | | | |
| Elementary Music | - | - | - | 1 | 6 | 1 | 1 | 1 | 10 | 2 |
| Conducting & Music Education | - | - | - | 3 | 9 | 1 | 0 | 4 | 17 | 3.4 |
| Choral & Instrumental Conducting & Music Adm. | | | | | | 8 | 9 | 5 | 22 | 7.33 |

## MONTANA STATE UNIVERSITY

| Degree Programs | Degrees Granted 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| **DOCTORATES** | | | | | | | | | | |
| Doctor of Philosophy in: | | | | | | | | | | |
| Aerospace & Mechanical Engineering | - | - | - | - | 1 | 2 | 0 | 0 | 3 | .75 |
| Agricultural Economics | 3 | 6 | 4 | 2 | 3 | 3 | 0 | 1 | 22 | 2.75 |
| Biochemistry[4] | 0 | 0 | 0 | 0 | 0 | - | 1 | 0 | 1 | .5 |
| Botany | 4 | 3 | 0 | 1 | 4 | 0 | 0 | 0 | 13 | 1.63 |
| Chemical Engineering | 5 | 4 | 1 | 3 | 4 | 2 | 3 | 2 | 24 | 8 |
| Chemistry | 2 | 1 | 4 | 4 | 3 | 7 | 5 | 7 | 33 | 4.13 |
| Civil Engineering | - | 4 | 1 | 3 | 0 | 1 | 2 | 1 | 12 | 1.71 |
| Crop & Soil Science | - | - | - | 3 | 3 | 3 | 9 | 4 | 22 | 4.4 |
| Electrical Engineering | 4 | 4 | 5 | 5 | 6 | 2 | 1 | 5 | 32 | 4 |
| Entomology | 1 | 0 | 2 | 0 | 0 | 0 | 1 | 1 | 5 | .63 |
| Fish & Wildlife Management | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 1 | 2 | .25 |
| Genetics | 2 | 2 | 4 | 3 | 0 | 3 | 1 | 0 | 15 | 1.88 |
| Mathematics | 3 | 2 | 1 | 1 | 5 | 1 | 2 | 5 | 20 | 2.5 |
| Microbiology | 1 | 2 | 1 | 1 | 2 | 2 | 1 | 6 | 16 | 2 |
| Physics | 1 | 0 | 1 | 3 | 3 | 1 | 1 | 2 | 12 | 1.5 |
| Plant Pathology[4] | - | - | - | - | 2 | 0 | 0 | 0 | 2 | .35 |
| Veterinary Science | - | - | - | - | 0 | | 0 | 0 | 0 | 0 |
| Zoology | 4 | 2 | 2 | 5 | 2 | 2 | 2 | 2 | 21 | 2.63 |
| Mechanical Engineering | - | - | - | - | - | - | - | 1 | 1 | 1 |
| Doctor of Education | 2 | 3 | 5 | 4 | 5 | 1 | 15 | 10 | 50 | 6.25 |
| **MASTER'S DEGREES** | | | | | | | | | | |
| Master of Arts in: | | | | | | | | | | |
| Art[5] | - | - | - | - | 0 | 0 | 0 | 1 | 1 | .25 |
| History | - | - | - | - | 1 | 3 | 3 | 5 | 12 | 3 |
| Master of Science in: | | | | | | | | | | |
| Aerospace & Mechanical Engineering | 0 | 4 | 6 | 6 | 8 | 10 | 0 | 0 | 24 | 3 |
| Agricultural Economics | 6 | 5 | 9 | 3 | 6 | 9 | 4 | 9 | 51 | 6.38 |
| Agricultural Education | 6 | 3 | 8 | 6 | 9 | 3 | 5 | 4 | 44 | 5.5 |

| Degree Programs | Degrees Granted 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| Agricultural Engineering | - | - | - | - | 2 | 3 | 1 | 1 | 7 | 1.75 |
| Agr. Products Utilization[1] | 1 | 1 | - | - | - | - | - | - | 2 | 1 |
| Agronomy | 2 | 6 | 4 | 3 | 7 | 3 | 2 | 4 | 31 | 3.88 |
| Animal Science | 2 | 6 | 4 | 8 | 11 | 5 | 6 | 8 | 50 | 6.25 |
| Botany | 1 | 1 | 3 | 3 | 4 | 7 | 3 | - | 22 | 2.75 |
| Business Education. | - | - | 2 | 4 | 6 | 12 | 15 | 15 | 54 | 9 |
| Chemical Engineering | 2 | 6 | 12 | 11 | 2 | 3 | 9 | 9 | 54 | 6.75 |
| Chemistry | 0 | 2 | 1 | 3 | 4 | 3 | 6 | 3 | 22 | 2.75 |
| Civil Engineering | 5 | 5 | 8 | 7 | 15 | 14 | 11 | 15 | 80 | 10 |
| Earth Sciences | - | - | - | 3 | 11 | 6 | 6 | 6 | 32 | 6.4 |
| Education | - | - | - | - | - | - | 2 | 1 | 3 | 1.5 |
| Electrical Engineering | 6 | 11 | 12 | 7 | 4 | 5 | 6 | 8 | 59 | 7.38 |
| Entomology | 0 | 0 | 0 | 2 | 1 | 1 | 1 | 0 | 5 | .63 |
| Fish & Wildlife Management | 4 | 8 | 10 | 6 | 5 | 8 | 10 | 8 | 59 | 7.38 |
| Home Economics | 6 | 7 | 6 | 6 | 12 | 3 | 8 | 10 | 58 | 7.25 |
| Horticulture[1] | 0 | 1 | 0 | 1 | 1 | - | - | - | 3 | .60 |
| Industrial & Management Engineering | 5 | 2 | 7 | 5 | 10 | 6 | 10 | 10 | 55 | 6.88 |
| Mathematics | 7 | 7 | 4 | 4 | 8 | 7 | 7 | 4 | 48 | 6 |
| Mechanical Engineering | - | - | - | - | - | - | 8 | 4 | 12 | 6 |
| Microbiology | 2 | 3 | 6 | 4 | 8 | 10 | 9 | 6 | 48 | 6 |
| Physical Education | - | - | - | - | 1 | 22 | 4 | 14 | 41 | 10.25 |
| Physics | 3 | 3 | 4 | 3 | 6 | 5 | 4 | 2 | 30 | 3.75 |
| Psychology | - | - | - | - | 0 | 2 | 2 | 4 | 8 | 2 |
| Range Management | 1 | 2 | 1 | 0 | 1 | 1 | 4 | 2 | 12 | 1.50 |
| Soils | 1 | 4 | 2 | 0 | 3 | 0 | 5 | 3 | 18 | 2.25 |
| Veterinary Science | - | - | - | - | 0 | - | - | - | 0 | 0 |
| Zoology | 1 | 9 | 3 | 7 | 6 | 2 | 4 | 8 | 40 | 5 |
| Master of Science in Applied Science | 28 | 39 | 51 | 47 | 64 | 41 | 8 | 6 | 284 | 35.5 |
| Master of Education | | | | | | 48 | 47 | 30 | 406 | 50.75 |
| Unidentified | | | | 5 | 5 | | | | | |
| Elementary Education | 1 | 2 | 2 | 12 | 11 | | | | | |
| Elementary School Administration | 8 | 7 | 3 | 3 | 6 | | | | | |

| Degree Programs | Degrees Granted<br>66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| Secondary Education | 1 | | 1 | 8 | 4 | | | | | |
| Physical Education | | | 2 | 6 | 6 | | | | | |
| Administration | 12 | 10 | 9 | 7 | 13 | | | | | |
| Guidance & Counseling | 4 | 10 | 12 | 17 | 14 | | | | | |
| Higher Education | | | 1 | 2 | | | | | | |
| School Administration | | | 1 | 1 | 3 | | | | | |
| Master of Applied Art | 4 | 4 | 7 | 7 | 6 | 3 | 7 | 4 | 42 | 5.25 |
| Master of Nursing | 9 | 12 | 8 | 12 | 14 | 17 | 9 | 9 | 90 | 11.25 |
| **BACHELOR'S DEGREES** | | | | | | | | | | |
| Bachelor of Arts in: | | | | | | | | | | |
| Art | 30 | 27 | 34 | 31 | 37 | 42 | 44 | 33 | 187 | 23.38 |
| English | 4 | 7 | 11 | 14 | 34 | 31 | 34 | 31 | 166 | 20.75 |
| Government | - | 1 | 2 | 7 | 8 | 15 | 22 | 27 | 82 | 11.71 |
| History | 21 | 23 | 30 | 38 | 35 | 35 | 37 | 19 | 238 | 29.75 |
| Modern Languages | | 5 | 12 | 4 | 8 | 16 | 9 | 10 | 64 | 8 |
| Philosophy | - | 1 | 3 | 7 | 4 | 4 | 5 | 3 | 27 | 3.86 |
| Speech | - | - | - | - | 2 | 7 | 7 | 6 | 22 | 5.50 |
| Theatre Arts | - | - | - | - | 1 | - | 1 | 4 | 6 | 1.50 |
| Bachelor of Science in: | | | | | | | | | | |
| Agriculture Business | 24 | 36 | 28 | 23 | 36 | 37 | 37 | 40 | 261 | 32.63 |
| Agricultural Education | | | 16 | 14 | 11 | 22 | 18 | 15 | 131 | 16.38 |
| Agricultural Production | 37 | 42 | 52 | 59 | 51 | 67 | 71 | 77 | 456 | 57.00 |
| Agricultural Science | 21 | 17 | 19 | 32 | 18 | 30 | 26 | 28 | 191 | 23.88 |
| Elementary Education | 97 | 83 | 122 | 87 | 109 | 127 | 135 | 91 | 851 | 106.38 |
| Secondary Education$^5$ | 43 | 57 | 55 | 49 | 41 | 21 | 11 | 11 | 288 | 36 |
| Physical Education | 13 | 18 | 26 | 23 | 49 | 50 | 37 | 35 | 251 | 31.38 |
| Aerospace & Mechanical Engineering | 23 | 24 | 30 | 21 | 31 | 34 | 0 | 0 | 163 | 20.38 |
| Agricultural Engineering | 4 | 5 | 7 | 7 | 5 | 4 | 8 | 8 | 48 | 6 |
| Chemical Engineering | 15 | 22 | 28 | 23 | 38 | 43 | 36 | 46 | 251 | 31.38 |
| Civil Engineering | 37 | 26 | 26 | 37 | 50 | 49 | 42 | 42 | 309 | 38.63 |
| Construction Technology | 15 | 11 | 15 | 17 | 20 | 20 | 23 | 19 | 140 | 17.50 |

# APPENDIX A-8

| Degree Programs | Degrees Granted 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| Electrical Engineering | 32 | 35 | 39 | 42 | 32 | 41 | 58 | 34 | 313 | 39.13 |
| Engineering Science | 0 | 1 | 1 | 1 | 1 | 4 | 1 | 2 | 11 | 1.38 |
| Industrial & Management Engineering | 3 | 5 | 17 | 5 | 18 | 8 | 15 | 14 | 85 | 10.63 |
| Mechanical Technology | 11 | 12 | 10 | 22 | 19 | 15 | 13 | 15 | 117 | 14.63 |
| Mechanical Engineering | | | | | | - | 30 | 26 | 56 | 28 |
| Botany | 2 | 2 | 8 | 9 | 21 | 15 | 19 | 10 | 86 | 10.75 |
| Chemistry | 7 | 12 | 9 | 10 | 8 | 8 | 5 | 11 | 70 | 8.75 |
| Earth Sciences | 4 | 8 | 16 | 10 | 17 | 17 | 16 | 20 | 108 | 13.5 |
| Economics | 7 | 7 | 10 | 13 | 12 | 15 | 12 | 8 | 84 | 10.50 |
| Entomology[1] | 1 | 2 | 1 | - | 1 | 0 | 1 | 0 | 6 | .75 |
| Fish & Wildlife Management | 9 | 9 | 9 | 12 | 20 | 18 | 33 | 40 | 150 | 18.75 |
| Mathematics | 13 | 16 | 29 | 31 | 34 | 31 | 27 | 26 | 207 | 25.88 |
| Microbiology | 16 | 24 | 30 | 28 | 28 | 34 | 50 | 75 | 285 | 35.63 |
| Physics | 11 | 11 | 8 | 12 | 8 | 6 | 8 | 4 | 68 | 8.50 |
| Premedicine | 8 | 10 | 20 | 5 | 14 | 14 | 14 | 11 | 96 | 12 |
| Psychology | 11 | 16 | 18 | 18 | 16 | 15 | 14 | 23 | 131 | 16.38 |
| Sociology | - | 4 | 11 | 32 | 23 | 35 | 56 | 60 | 221 | 27.63 |
| Speech | | | | | | - | 1 | 0 | 1 | .50 |
| Zoology | 7 | 12 | 9 | 16 | 13 | 12 | 16 | 16 | 101 | 12.63 |
| Commerce | 116 | 99 | 120 | 133 | 148 | 138 | 133 | 140 | 1,027 | 128.38 |
| Film & Television Production | 5 | 9 | 11 | 14 | 13 | 20 | 37 | 34 | 143 | 17.88 |
| Home Economics | 38 | 38 | 51 | 51 | 74 | 70 | 63 | 79 | 404 | 58 |
| Industrial Arts | 12 | 21 | 18 | 17 | 20 | 18 | 13 | 9 | 128 | 16 |
| Nursing | 80 | 79 | 103 | 113 | 107 | 93 | 121 | 156 | 852 | 106.50 |
| General Studies[3] | 94 | 70 | 34 | 24 | 3 | | | | | |
| Bachelor of Architecture | 19 | 21 | 29 | 41 | 27 | 30 | 28 | 19 | 214 | 26.75 |
| Bachelor of Music Education | - | 2 | 8 | 1 | 9 | 17 | 13 | 14 | 64 | 8 |

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[1] Degree discontinued

[2] Includes one Ph.D. in Education.

[3] Degree not offered after September 1, 1970. General Studies is now a two-year (max.) program for undecided students.

[4] Curriculum not coded separately, so enrollment not available.

[5] Prior to 1968, secondary teaching candidates could enroll in Secondary Education, General Studies, or a teaching option in the degree program in their major field. Effective with the 1968-70 catalog, the only students in the Secondary Education curriculum are those with teaching majors in Social Science, General Science, and Physical Science. All others enroll in the teaching option in the degree program in their major field. Hence, the decrease in the number of students enrolled in the Secondary Education curriculum does not represent a decrease in the number of teaching candidates. About 30% of each year's graduating class obtains teaching certificates.

## EASTERN MONTANA COLLEGE

| Degree Programs | Degrees Granted 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| **MASTER'S DEGREES** | | | | | | | | | | |
| Master of Science in Education: | | | | | | | | | | |
| Elementary | | | | | | | | | | |
| Early Childhood Education | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 1 | 2 | .25 |
| Elementary Art | 1 | - | - | - | - | - | - | - | 1 | 1 |
| Elementary Education | 5 | 11 | 8 | - | - | - | - | - | 24 | 8 |
| Elementary English | 2 | - | - | - | - | - | - | - | 2 | 2 |
| Elementary Mathematics | 1 | - | - | - | - | - | - | - | 1 | 1 |
| Library Science | 1 | - | - | - | - | - | - | - | 1 | 1 |
| Reading | 4 | 2 | 6 | 7 | 6 | 9 | 13 | 20 | 67 | 8.38 |
| Social Studies | 1 | - | - | - | - | - | - | - | 1 | 1 |
| General Curriculum | - | - | - | 7 | 4 | 13 | 20 | 17 | 71 | 12.2 |
| Guidance & Counseling | 6 | 5 | 6 | 11 | 8 | 10 | 18 | 26 | 90 | 11.25 |
| Special Education | 11 | 16 | 13 | 14 | 9 | 4 | 15 | 29 | 111 | 13.88 |
| Learning Disabilities | | | | | | | | | | |
| Mentally Retarded | | | | | | | | | | |
| Physically Handicapped | | | | | | | | | | |
| Secondary[1] | - | - | - | - | 1 | | | | 1 | 1 |
| Master of Science in Rehabilitation Counseling | - | - | - | 8 | 7 | 8 | 17 | 19 | 59 | 11.8 |
| **BACHELOR'S DEGREES** | | | | | | | | | | |
| Bachelor of Arts in: | | | | | | | | | | |
| Art | - | - | - | - | 2 | 2 | 5 | 6 | 15 | 3.75 |
| Biology | 0 | 2 | 0 | 1 | 0 | 1 | 0 | 0 | 4 | .50 |
| Chemistry | 1 | 0 | 1 | 3 | 0 | 2 | 4 | 1 | 12 | 1.50 |
| English | 6 | 7 | 15 | 19 | 11 | 9 | 6 | 6 | 79 | 9.88 |
| General Business | 0 | 1 | 3 | 6 | 5 | 4 | 2 | 3 | 24 | 3.00 |
| German | - | - | - | - | 0 | 2 | 3 | 1 | 6 | 1.50 |
| History | 2 | 7 | 14 | 11 | 11 | 13 | 13 | 2 | 73 | 9.13 |
| Mathematics | - | - | - | 1 | 0 | 1 | 1 | 0 | 3 | .60 |

# APPENDIX A-8

| Degree Programs | Degrees Granted 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| Music | - | - | - | - | 0 | 0 | 0 | 1 | 1 | .25 |
| Pyschology | - | - | - | 4 | 3 | 9 | 7 | 5 | 28 | 5.6 |
| Spanish | - | - | - | - | - | 0 | 2 | 3 | 5 | 1.67 |
| Speech Communications | - | - | - | - | - | 0 | 0 | 4 | 4 | 1.33 |
| Bachelor of Science in: | | | | | | | | | | |
| Biology | 0 | 3 | 6 | 23 | 15 | 10 | 20 | 8 | 85 | 10.63 |
| Chemistry | | 0 | 0 | 7 | 9 | 3 | 1 | 1 | 23 | 2.88 |
| General Business | 0 | 14 | 35 | 57 | 77 | 100 | 84 | 72 | 439 | 54.88 |
| Mathematics | 0 | 2 | 2 | 3 | 8 | 4 | 0 | 3 | 22 | 2.75 |
| Psychology | - | - | - | 2 | 5 | 13 | 7 | 23[1] | 50 | 10 |
| Bachelor of Science in: Rehabilitative and Related Services | - | - | - | - | - | - | 3 | 13 | 17 | 8.50 |
| Bachelor of Science in: Education (Elementary) | 155 | 144 | 178 | 188 | 184 | 164 | 143 | 148 | 1,304 | 163.00 |
| Bachelor of Science in: Education (Secondary) | 138 | 156 | 174 | 214 | 253 | 273 | 185 | 188 | 1,581 | 197.63 |

[1] Hold over from discontinued secondary education degree program.

## WESTERN MONTANA COLLEGE

| Degree Programs | Degrees Granted 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| **MASTER'S DEGREES** | | | | | | | | | | |
| Master of Science in: | | | | | | | | | | |
| Education | 16 | 29 | 31 | 33 | 32 | 14 | 30 | 31 | 216 | 27 |
| **BACHELOR'S DEGREES** | | | | | | | | | | |
| Bachelor of Science in: | | | | | | | | | | |
| Elementary Education | 69 | 87 | 85 | 86 | 57 | 99 | 92 | 73 | 648 | 81 |
| Secondary Education | 77 | 87 | 119 | 134 | 106 | 101 | 124 | 99 | 847 | 105 |
| Bachelor of Arts in: | | | | | | | | | | |
| History & English | - | - | - | - | - | 2 | 1 | 3 | 6 | 2 |
| **ASSOCIATE OF ARTS** | | | | | | | | | | |
| Associate of Arts | - | - | - | - | - | - | 3 | 1 | 4 | 2 |
| Associate of Arts in Business | - | - | - | - | - | 10 | 12 | 12 | 34 | 11.3 |
| Business Certificate | 4 | 4 | 3 | 3 | 4 | - | - | - | 18 | 3.6 |

# APPENDIX A-8

## MONTANA COLLEGE OF MINERAL SCIENCE AND TECHNOLOGY

| Degree Programs | Degrees Granted 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| **MASTER'S DEGREES** | | | | | | | | | | |
| Master of Science in: | | | | | | | | | | |
| Engineering Science | - | 0 | 0 | 1 | 1 | 2 | 1 | 1 | 6 | .86 |
| Geology | 1 | 0 | 1 | 0 | 1 | 1 | 1 | 0 | 5 | .63 |
| Geological Engineering | 1 | 0 | 2 | 0 | 2 | 0 | 0 | 1 | 6 | .86 |
| Geophysical Engineering | - | - | - | - | - | 1 | 0 | 0 | 1 | .33 |
| Metallurgical Engineering | 2 | 2 | 1 | 2 | 3 | 0 | 2 | 1 | 13 | 1.63 |
| Mineral Dressing Engineering | 4 | 3 | 3 | 2 | 2 | 2 | 1 | 3 | 20 | 2.50 |
| Mining | 1 | 2 | 1 | 0 | 0 | 1 | 0 | 0 | 5 | .63 |
| Petroleum | 0 | 0 | 1 | 1 | 3 | 0 | 0 | 0 | 5 | .63 |
| **BACHELOR'S DEGREES** | | | | | | | | | | |
| Bachelor of Arts in: | | | | | | | | | | |
| English | - | - | - | - | - | 3 | 10 | 9 | 22 | 7.33 |
| History | - | - | - | - | - | 7 | 11 | 9 | 27 | 9 |
| Bachelor of Science in: | | | | | | | | | | |
| Chemistry | - | - | - | 0 | 0 | 3 | 1 | 1 | 5 | 1 |
| Engineering Science | 3 | 9 | 11 | 14 | 7 | 7 | 5 | 6 | 62 | 7.75 |
| Environmental Engineering | - | - | - | - | - | 0 | 3 | 5 | 8 | 2.67 |
| Geological Engineering | 4 | 4 | 4 | 5 | 12 | 6 | 7 | 6 | 48 | 6 |
| Geophysical Engineering | 1 | 2 | 3 | 3 | 3 | 3 | 3 | 3 | 21 | 2.63 |
| Mathematics | - | - | - | 1 | 6 | 7 | 7 | 5 | 26 | 5.20 |
| Metallurgical Engineering | 5 | 1 | 5 | 7 | 1 | 2 | 4 | 2 | 27 | 3.38 |
| Mineral Dressing Engineering | 4 | 2 | 3 | 4 | 6 | 1 | 1 | 6 | 27 | 3.38 |
| Mining Engineering | 3 | 4 | 7 | 7 | 11 | 9 | 17 | 9 | 67 | 8.38 |
| Petroleum | 2 | 10 | 11 | 10 | 19 | 10 | 11 | 16 | 89 | 11.13 |
| **ASSOCIATE DEGREES** | | | | | | | | | | |
| Associate of Arts | - | - | - | - | - | - | 16 | 20 | 36 | 18 |
| Associate of Science | - | - | - | - | - | - | 6 | 14 | 20 | 10 |
| Associate of Science / Engineering | - | - | - | - | - | - | 2 | 6 | 8 | 4 |

## NORTHERN MONTANA COLLEGE

| Degree Programs | Degrees Granted | | | | | | | | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| | 66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | | |
| **MASTER'S DEGREES** | | | | | | | | | | |
| Master of Science in: | | | | | | | | | | |
| Elementary Education | - | - | - | 0 | 2 | 5 | 8 | 12 | 27 | 5.4 |
| Vocational-Technical Education | - | - | - | 0 | 3 | 8 | 11 | 21 | 43 | 8.6 |
| **BACHELOR'S DEGREES** | | | | | | | | | | |
| Bachelor of Arts in: | | | | | | | | | | |
| English | - | - | - | 2 | 2 | 1 | 4 | 1 | 10 | 2 |
| History | - | - | - | 0 | 4 | 3 | 2 | 5 | 14 | 2.8 |
| Bachelor of Science in: | | | | | | | | | | |
| Elementary Education | 67 | 50 | 58 | 65 | 53 | 61 | 45 | 38 | 437 | 54.63 |
| Secondary Education | 52 | 58 | 74 | 72 | 99 | 95 | 85 | 61 | 596 | 74.5 |
| Vocational-Tech. Ed. | - | - | - | - | - | 21 | 17 | 16 | 112 | 14 |
| **ASSOCIATE DEGREE** | | | | | | | | | | |
| Associate of Arts | - | - | - | - | - | - | - | 2 | | |
| Electronics Eng. Tech. | 6 | 3 | 4 | 9 | 10 | 9 | 8 | 4 | 53 | 6.63 |
| Chem. Eng. Technology | 0 | 2 | 0 | 3 | 4 | 0 | 2 | 0 | 11 | 1.38 |
| Construction Eng. | 0 | 0 | 4 | 0 | 3 | 3 | 2 | 2 | 14 | 1.75 |
| Mechanical Engineering Tech | 0 | 0 | 0 | 3 | 2 | 1 | 4 | 0 | 10 | 1.25 |
| Nursing | 0 | 27 | 13 | 13 | 20 | 11 | 25 | 34 | 143 | 17.88 |
| Agricultural Tech. | | | | | | | 7 | 9 | 16 | 8 |
| Automotive Technology | | | | | | | 5 | 4 | 9 | 4.5 |
| Cosmetology | | | | | | | 4 | 8 | 12 | 6 |
| Diesel Technology | | | | | | | 1 | 4 | 5 | 2.50 |
| Drafting Technology | | | | | | | 7 | 3 | 10 | 5 |
| Electronics Technology | | | | | | | 4 | 3 | 7 | 3.5 |
| General Secretary | | | | | | | 2 | 4 | 6 | 3 |
| Legal Secretary | | | | | | | 5 | 4 | 9 | 4.50 |
| Medical Secretary | | | | | | | 4 | 2 | 6 | 3 |
| General | | | | | | | | 3 | 3 | 3 |

# APPENDIX A-8

| Degree Programs | Degrees Granted<br>66-67 | 67-68 | 68-69 | 69-70 | 70-71 | 71-72 | 72-73 | 73-74 | 1966-67 to 1973-74 Total | 1966-67 to 1973-74 Average |
|---|---|---|---|---|---|---|---|---|---|---|
| **2-YEAR VO-TECH CERTIFICATES** | | | | | | | | | | |
| Agricultural Technology | | | | | | 21 | 4 | 1 | 26 | 8.7 |
| Auto Mechanics & Tech. | | | | | | 8 | 5 | 1 | 14 | 4.67 |
| Cosmetology | | | | | | 7 | 5 | 0 | 12 | 4 |
| Diesel Technology | | | | | | 11 | 1 | - | 12 | 4 |
| Drafting Technology | | | | | | 10 | 0 | 0 | 10 | 3.33 |
| Electronics Technology | | | | | | 5 | 0 | 1 | 6 | 2 |
| **2-YEAR PRE-PROFESSIONAL DIPLOMAS** | | | | | | | | | | |
| Business Administration | | | | | | 3 | 4 | 0 | 7 | 2.33 |
| General Secretary | | | | | | 3 | 0 | 0 | 3 | 1 |
| Legal Secretary | | | | | | 4 | 1 | 0 | 5 | 1.67 |
| Medical Secretary | | | | | | 7 | 0 | 0 | 7 | 2.33 |
| Engineering | | | | | | 1 | 0 | 0 | 1 | .33 |
| Civil Engineering | | | | | 2 | 0 | 0 | 0 | 2 | .67 |
| Pre-Pharmacy | | | | | | 1 | 0 | 0 | 1 | .33 |
| **ONE YEAR VO-TECH CERTIFICATES:** | | | | | | | | | | |
| Practical Nursing | | | | | | 25 | 21 | 15 | 61 | 20.33 |
| General Secretarial | | | | | | - | - | 2 | 2 | 2 |

# B

# APPENDIX B

## STAFF AND TECHNICAL REPORTS

# APPENDIX B

## STAFF REPORTS

| Title | Author |
|---|---|
| Staff Report #1<br>Review of Prior Studies of Montana Postsecondary Education | Staff |
| Staff Report #2<br>Montana Postsecondary Education: Issues and Questions | Staff |
| Staff Report #3<br>Montana Postsecondary Education Today | Staff |
| Staff Report #4<br>Student Needs and Resources in Montana Postsecondary Education (SRS) | Staff |
| Staff Report #5<br>Goals for Montana Higher Education: A Survey of 12 Academic Communities | Staff |
| Staff Report #6<br>Educational Plans of Montana High School Seniors | Staff |
| Staff Report #7<br>Vocational-Technical Student Survey | Staff |
| Staff Report #8<br>Issues in Governance, Planning and Coordination | Staff |
| Staff Report #9<br>Montana Proprietary Schools | Staff |
| Staff Report #10<br>The Montana Native American and Postsecondary Education | Staff |
| Staff Report #11<br>Staff Recommendations Presented to the Commission on Postsecondary Education | Staff |

## TECHNICAL GROUP REPORTS

Technical Report on Accountability
Technical Report on Adult and Continuing Education
Technical Report on Faculty Research
Technical Report on Fiscal and Budgetary Information
Technical Report on Health Care Education
Technical Report on Independent Higher Education
Technical Report on Manpower Planning
Technical Report on Programmatic Planning
Technical Report on Relations Among Postsecondary Units
Technical Report on Relations Between Secondary and Postsecondary Education
Technical Report on Student Enrollments

# C

# APPENDIX C

## MEMBERSHIP OF TECHNICAL GROUPS

# APPENDIX C

## Accountability

Bill Groff, Chairman
JoEllen Estenson, Staff Liaison

Lucille Alt
Dennis Blackketter
Larry J. Blake
Einar Brosten
Galen Bummer
Victor Burt
Robert Connole
LaRayne DeJules
Maurice Driscoll
Jud Flower
Loren Frazier
John Giese
John Giop
James Graham
J. Les Graham
Harding Hanson
Kenneth W. Heikes
Earl Hepler
Lorraine Hockett
James Hoffman
Jerald Hudspeth
Bruce Johnson
Charles Kintz
Harrison Lane
Marie Larish
Don Liles
Jack Morrison
Bruce Moyer
Richard McConnan
Robert J. McRae
Floyd Nobbs
Tom Nopper
Richard Roeder
Larry Rooney
Irvin Scheidt
W. Dewey Skelton
Carl Spinti
Koehler S. Stout
Dale Tash
John Tibbs
John Van deWetering
C. Robert Waterman
Alan Zetler

## Adult and Continuing Education

George Bandy, Chairman
Beth Richter, Staff Liaison

Burl Winchester
Larry J. Blake
John Giese
Richard Gretch

## Faculty Research

Norman Taylor, Chairman
Richard Bechtel, Staff Liaison

Kenneth Bandelier
Gary Beaver
Horace Borchert
Frank Diebold
Charles Holmes
Roy Huffman
Donald W. McGlashan
Paul E. Miller
Lawrence K. Pettit
Gary Strobel
Helen Wilson

## Fiscal and Budgetary Information

Jack Noble, Chairman
Richard Bechtel, Staff Liaison

Francis Bardanouve
Victor D. Burt
William Erickson
Kenneth W. Heikes
William Johnstone
William Korizek
Cal Murphy
Ron Near
Vic Sibert
Daryl Sorenson
Leo Walchuk
Ray Worthington

## Health Care Education

Sidney Pratt, Chairman
Beth Richter, Staff Liaison

C. LeRoy Anderson
Barbara Crebo
Mary Jane Crigler
Irving Dayton
John Delano
Sharon Dieziger
Jud Flower
James Gouaux
Charles Kittock
Sister Mary Carol Gilroy
Loren McKerrow
Carl Spinti
Larry Thomas
Wayne E. Thompson

# APPENDIX C

## Independent Higher Education

Henry Burgess, Chariman
JoEllen Estenson, Staff Liaison

Pat Lee
Al Small
John Stewart
James Taylor

## Manpower Planning

Fred Barrett, Chairman
JoEllen Estenson, Staff Liaison

William Ball
Melvin Cottrell
David Fuller
Harry Gaghen
James Hoffman
George Mitchell
Benjamin A. Ulmer

## Programmatic Planning

Richard Landini, Chairman
JoEllen Estenson, Staff Liaison

George Bandy
William Ball
James Carey
Bill Connett
Irving Dayton
Gene Downey
Jud Flower
Rev. Lee Hightower
Bruce Johnson
Don Kettner
Dennis Lerum
Harold McCleave
Kenneth McLeod
Lawrence K. Pettit
Dale Tash
James Taylor

## Relations Among Post-Secondary Units

Harold McCleave, Chairman
Richard Bechtel, Staff Liaison

Glenn Burgess
Vernon Kailey
Lawrence K. Pettit
Richard Solberg
James Taylor

## Relations Between Post-Secondary Education and Secondary Education

Earl N. Ringo, Chairman
Beth Richter, Staff Liaison

Stanley A. Grout
William Ferguson
Kenneth V. Egan
Dale Johnson
Richard Mattson
James Nordlund
Bruce Patrick
Howard Porter

## Student Enrollments

William Lannan, Chairman
Richard Bechtel, Staff Liaison

Bill Bartholome
Don Kettner
Charles Kittock
Jon Pozega

# APPENDIX C

## Survay Research

Dale Tash, Chairman
Beth Richter, Staff Liaison

John Deeney
Loran Frazier
Les Graham
Dale Johnson
Dave Keltz
Robert Lehman
Dennis Lerum
Leo Maney
William McClaren
John Morrison
Ray Peck
Lawrence K. Pettit
Alma Ragar
Sister Carol Ann Richlie
Sam H. Sperry
James Taylor
Fred Van Valkenburg
Fred Weldon

# D

## APPENDIX D

## PUBLIC HEARINGS HELD BY THE COMMISSION

# APPENDIX D

## PUBLIC HEARINGS HELD BY THE COMMISSION
## JANUARY - APRIL, 1974

| City | Date |
|---|---|
| Billings, Montana | January 24, 1974 |
| Bozeman, Montana | February 7, 1974 |
| Butte, Montana | February 14, 1974 |
| Glendive, Montana | February 28, 1974 |
| Havre, Montana | March 14, 1974 |
| Helena, Montana | March 19, 1974 |
| Glasgow, Montana | March 21, 1974 |
| Kalispell, Montana | March 26, 1974 |
| Missoula, Montana | March 28, 1974 |
| Dillon, Montana | April 2, 1974 |
| Great Falls, Montana | April 9, 1974 |

# E

## APPENDIX E

## RECOMMENDATIONS

# APPENDIX E

## GOALS

1. Our primary goal as a Commission and the primary goal of Montana postsecondary education should be to enhance the opportunities for learning available to Montanans. We are concerned about the quantity and quality of learning opportunities. And we believe that the learning experiences available through our institutions should respect the individualism and diversity of Montanans.

   In this spirit we propose the following long-range goals for Montana postsecondary education:

   —Equal and universal opportunity for participation in postsecondary education by Montanans with motivation and ability to benefit, regardless of race, creed, sex, age, national origin or economic status.

   —A comprehensive system of postsecondary education which provides sufficient programs and experiences to meet the needs of Montanans.

   —A variety of educational experiences and organizations to reflect the educational goals and learning styles of persons whose needs must be met by postsecondary education.

   —Commitment to the growth and self-realization of the individual student including intellectual, personal and vocational development.

   —Excellence in all aspects of postsecondary education, including instruction, research and public service.

   —Coordination and planning to assure diversity, comprehensiveness and cooperation between the units and systems of postsecondary education and protection of the public interest.

   —Continuous innovation and self-renewal in all institutions of postsecondary education.

   —Protection of academic freedom and assurance of academic responsibility.

   —Flexibility at the state, system and institutional levels to facilitate adaptation to changing circumstances.

   —Responsiveness to changing needs of the state, communities and people of Montana, which includes bringing the resources of postsecondary education to bear upon the problems of society.

   —Use of resources in the most educationally productive and cost-effective ways, including resources that exist in people with special skills, professional or otherwise.

   —Accountability, which protects the rights of all who participate in postsecondary education, including students, faculty, staff and taxpayers.

## EDUCATIONAL POLICIES

2. Opportunities to achieve the baccalaureate degree in less than four years should be increased.

   a. The Board of Regents, the Board of Public Education, the Superintendent of Public Instruction and the Commissioner of Higher Education, should cooperate to insure that the opportunity for qualified high school students to earn college credits is promoted on a statewide basis. These opportunities should include (but not be limited to):

      (1) **Advanced placement.** This is a program administered by the Educational Testing Service designed to prepare high school students for

advanced courses when they enter college. Students who qualify should be given credits and be excused from required freshman courses.

(2) **College courses.** Qualified high school juniors and seniors should be allowed to enroll concurrently in high schools and colleges and to complete and receive college credit for courses prior to high school graduation.

(3) **Testing.** Where appropriate, students in high school and college should be encouraged to earn college credit through the College Level Examination Program (CLEP) and through challenge examinations. Once admitted to college, students should be allowed to challenge as many courses by examination as they choose. The level of achievement required and the grading criteria should be the same as that for students who actually take the course.

(4) **Early admissions.** Some students who are academically advanced should be admitted to college before completing high school.

(5) **College courses at the high school.** Some high school teachers are qualified, and others should be provided training, to offer freshman level courses to high school seniors. This would require cooperation between high schools, colleges and universities, and accrediting associations.

b. The Regents and the Commissioner of Higher Education should encourage and seek to provide incentives for experimentation with restructuring of baccalaureate programs from four to fewer years without requiring course overloads and/or summer session attendance.

(1) If time-shortened baccalaureates are developed, they should be available as options to students.

(2) The results of experimentation with the time-shortened bachelor degree should be rigorously evaluated to insure that standards of quality and student performance are maintained at a level equal to the traditional program.

3. The approval of the Board of Regents should be required for:

a. any change in the number of credit hours, credits or courses required for graduation by a unit of the University System;

b. any change in the number of credit hours, credits or courses in specific subject areas required for graduation by any college, department or other subdivision of a University System unit.

4. Each public university and college should be encouraged to establish a committee of faculty, students and administrators to consider methods of strengthening undergraduate education including, (but not be limited to):

a. organization of a regular campus program on teaching

b. improvement of methods of evaluating teaching and development of non-punitive evaluation designed to assist faculty members to improve teaching

c. application of new knowledge about the learning process as it relates to higher education

d. development of interdisciplinary theme and problem-oriented programs and courses

  e. development of systems for recognizing and rewarding excellence in undergraduate teaching
  f. experimentation with new methods of evaluation of student performance
  g. reevaluation of the lecture method as the dominant instructional mode in higher education
  h. student and peer evaluation of teaching
  i. opportunities for students to gain community service and work experience as part of their education and for credit.

5. The State Board of Education should immediately establish a permanent committee on relations between secondary and postsecondary education. The committee should include members of the Board of Public Education and the Board of Regents. It should promote program articulation between secondary and postsecondary education and provide a forum for discussion of other overlapping issues, problems and ideas.

6. There should be continuous liaison between the staffs of the Superintendent of Public Instruction and the Commissioner of Higher Education. From time to time there should be joint studies of issues of mutual concern.

7. The following steps should be taken to improve coordination and articulation within the University System and postsecondary education.
   a. The Board of Regents and the Commissioner of Higher Education should do all that is possible to assure the maximum transferability of credits among the units of the University System and the community colleges.
      (1) Each institution should establish an appeal process for students whose credits are not accepted or are not applied to their major.
      (2) After the institutional appeal process has been exhausted, there should be a procedure for appeal to the Board of Regents on issues involving acceptance of credits.
   b. In determining transferability of credits and courses, postsecondary educational programs should be evaluated on their own merits, regardless of the type of institution (or its form of governance) in which the credits were earned.
   c. Opportunities for concurrent enrollment in the University System and the vocational-technical centers should be made easily available and encouraged.
   d. Insofar as space and other considerations allow, the full instructional resources of the University System should be made available to all students at all campuses. Concurrent registration at two units without financial penalty should be permitted. Additionally, students should be permitted to attend another unit for a period of one quarter or more without officially transferring.
   e. The Commissioner of Higher Education should sponsor an annual conference on articulation in which faculty from the departments of the University System units and the community colleges meet with their counterparts to discuss issues of student and program articulation and interinstitutional cooperation.
   f. So far as practicable, a common system of course numbering and credit allocations should be developed within the University System and community colleges. The purpose of this system is not to enforce uniformity in courses and content, but to identify similar courses, thereby facilitating transferability from one campus to another. Developing and updating this system should be a function of the conference on articulation recommended above (with the assistance of the registrars and the directors of admissions of the units). Private colleges should be encouraged to participate.

g. All units of the University System and the community colleges should operate on a uniform academic calendar except when valid educational considerations merit an exception or when an exception is granted for purposes of experimentation. The Regents should approve all exceptions.

8. The state planning agency for postsecondary education should publish an annual comprehensive inventory of postsecondary education opportunities beyond the high school. It should include all programs offered in public, private and proprietary postsecondary education, procedures for admission to all programs and institutions, information on all forms of financial assistance available to students and procedures for applying for financial assistance. The inventory should be distributed to all persons responsible for counseling and advising potential students regarding postsecondary education. A condensed inventory should be available to all interested persons.

9. The state postsecondary education planning agency should collect and/or conduct studies of projected manpower supply and demand in cooperation with appropriate state agencies, and disseminate the results of such studies annually to institutions of secondary and postsecondary education in order to improve the information base upon which student choices are made. In particular, the agency should project annually the need for teachers at all levels, including county-by-county, short- and long-range projections by level and subject area.

10. The Superintendent of Public Instruction and the Commissioner of Higher Education should sponsor an annual workshop for secondary and postsecondary counselors throughout the state. The purpose of the workshop would be to provide the counselors with current information on postsecondary education programs, procedures for admission, student costs, financial assistance available from federal, state, private and institutional sources and procedures for applying.

11. A report on the actions of the state postsecondary planning agency (mentioned above) should be presented at this workshop. The Superintendent of Public Instruction and the Commissioner of Higher Education should conduct a study into secondary and postsecondary counseling in the state.

12. The Board of Regents should seek state and external support for a fund for innovation in higher education. The fund should be used to support innovations designed to improve the quality of education or to achieve greater cost effectiveness and productivity at the same or greater level of quality.

13. Admissions policies should not discriminate against part-time students or students choosing to combine or alternate education with other experience, such as work or travel.

    a. Administrative barriers should be minimized so that the work involved in entry, exit and reentry does not becomes a factor in student choices.

    b. Each public institution should provide for persons to attend undergraduate and graduate courses on a part-time basis, for credit or without credit, and to take these courses without prior acceptance into a degree program, provided that they are able to benefit from the course and that there is space available.

    c. In assessing the ability and qualifications of students beyond the traditional age of postsecondary education attendance, institutions should place minimum reliance upon high school and college transcripts and should develop other indicators of motivation and ability.

    d. Each institution should endeavor to maintain facilities, such as child care facilities, to better enable all kinds of students to enroll and attend.

    e. All units of the University System should provide for unstructured independent study options for all students. These provisions should be similar to, but not necessarily restricted to, the omnibus option at the University of Montana.

14. Tuition and fee structures should not discriminate against part-time students. Part-time

students should be charged for courses and credits actually taken. Any fees charged for services and facilities other than instruction should be proportionate to the part-time student's course and credit load.

15. Part-time students should be eligible for state and institutional student financial assistance programs, based on need.

16. In order to plan for the orderly growth of adult and continuing education in Montana, a Statewide Association for Adult and Continuing Education should be established.

    a. Membership:

        (1) all public institutions of postsecondary education.

        (2) private institutions of postsecondary education should be invited to participate.

        (3) the Commissioner of Higher Education and the Superintendent of Public Instruction.

        (4) other state agencies involved in delivery of educational services to adults, such as the Educational Broadcasting Commission, should be invited to participate.

    b. Staffing: the Office of Commissioner of Higher Education should serve as the secretariat to the association.

    c. Functions:

        (1) develop a state plan for adult and continuing education for submission to the state postsecondary planning agency.

        (2) coordinate and stimulate the development of a new delivery systems.

        (3) develop a system for maintaining the records of persons who accumulate postsecondary education through diverse approaches: course work at institutions, work and service experience, individualized study, tests, etc.

        (4) develop procedures for delivery of educational services to areas which may lack an institution capable of offering a needed course or program.

        (5) encourage and provide assistance to counties and cities in the development of learning centers for adult education in public libraries, high schools, government buildings, other available facilities, and where appropriate, special adult learning centers.

        (6) explore the need and feasibility of offering an external degree to increase accessibility of higher education for persons whose work schedules, home responsibilities or geographic location preclude attendance at a campus. Such a degree might be offered on the basis of independent study, equivalency testing, correspondence work, television and radio courses and brief period of intensive study (weekend, short summer sessions) at campuses or learning centers.

        (7) seek federal and foundation funding to develop new systems for the delivery and evaluation of adult learning experiences.

17. The Board of Regents should give special consideration to granting tuition-free access to all Montana residents, 62 years of age and over, to audit all courses at all units of the university system, subject to space availability.

18. Each governing board in public postsecondary education should conduct a thorough review of current tenure policies and the future impact of those policies. This review should include:

    a. analysis by each unit of its current and projected level of faculty staffing, including estimates of the proportion of tenured and non-tenured faculty for the periods of 1975-1980 and 1981-1990. Analysis and estimates should be made for each department and for the entire institution.

    b. procedures and criteria by which tenure decisions are made.

    c. strategies for maintaining a healthy tenure/non-tenure balance.

    d. possible alternatives to, or modifications of, existing tenure policies and practices.

19. Governing boards should insure that procedures are established for the evaluation of tenured faculty at least every four years using administration, faculty and student input.

20. Governing boards should examine the possibility of developing early retirement plans for voluntary withdrawal from employment or full-time employment at age 55 or 60.

21. Governing boards, institutions, faculties and departments should make every effort to obtain representation of minority groups, particularly American Indians and women, on the teaching and administrative staffs of all units of postsecondary education and provide equitable compensation.

## GOVERNANCE

22. The Regents should assume exclusive authority over all matters of internal governance of the University System including internal allocations of funds and establishment and termination of programs and units.

23. State funds for the University System should be appropriated directly to the Board of Regents.

24. The Board of Regents should adopt a policy of (a) full public disclosure of information relevant to the conduct of university affairs except where the rights of individuals to privacy may be involved, (b) cooperation with appropriate state agencies in postaudits of expenditures, personnel actions, purchases and examination of effective use of resources.

25. The vocational-technical centers should continue as a cooperative local-state system under the supervision of the State Board of Education with administrative control by the Board of Public Education.

    a. Present local tax support should continue in addition to state and federal funding.

    b. Administrative control by the local board of trustees should continue with state control of programming in order to be more responsive to the needs of Montanans.

    c. An equitable method of financing construction of facilities for the centers should be developed.

    d. The Board of Public Education, in consultation with the Superintendent of Public Instruction and the center directors, should develop a policy manual for the vocational-technical centers. The policy manual should specify standard procedures for administration of the centers, including:

        (1) program development, approval and review.

(2) responsibilities of the Superintendent of Public Instruction as executive officer.

(3) responsibilities of center directors.

(4) personnel policies.

(5) policies regarding purchase or lease of land or facilities, including capital improvement projects.

(6) policies regarding the appointment of advisory committees to the centers.

(7) admissions.

(8) accreditation.

(9) budgeting procedures.

(10) student services, including placement.

(11) student charges.

(12) policies to be left to the discretion of the center administrators.

(13) other matters which the Board may deem necessary to assure standard and equitable procedures in the governance and administration of the centers.

(14) periodic review of all of the above.

26. The Superintendent of Public Instruction, subject to the approval of the Board of Public Education, should appoint a full-time Executive Coordinator of Vocational-Technical programs, who would report directly to the Superintendent and the State Board for Vocational Education. The Executive Coordinator should be responsible primarily for day-to-day administration and policy development for postsecondary vocational-technical education at the state level.

27. In order to attract the most qualified persons to the position of Commissioner of Higher Education, compensation and fringe benefits should be, at least, equal to that of the best compensated unit president.

28. The Commissioner of Higher Education and the Superintendent of Public Instruction should be provided with the staff necessary to fulfill their responsibilities in post-secondary education.

29. The Commissioner of Higher Education, unit presidents of the University System, and directors of vocational-technical centers should be appointed for five-year terms. Their respective boards should conduct a thorough evaluation of those chief executive officers which would include consultation with faculty, students, staff and community persons, prior to deciding whether to make an offer to reappoint. Evaluation should occur at least every five years but may take place at any time the board deems necessary. Five years should be a normal period of appointment and should not preclude dismissal of a system or unit chief executive after a shorter term.

30. System and campus chief executives should develop criteria and procedures for periodic evaluation of their professional administrative staffs.

31. The Board of Regents and the Board of Public Education should conduct a comprehensive review of the arrangements for governance of the postsecondary institutions under their jurisdiction at least once every five years. Students, faculty and administrators should participate in the review. The boards should also use consultants from outside the systems.

## PLANNING

32. Long-range planning should be conducted at eight-year intervals by an **ad hoc** commission of public lay representatives appointed by the Governor. The commission should consist of an odd number (but no more than 11) persons, and should include ex-officio membership from the State Board of Education. The commission should complete its task within one year.

33. The Board of Regents and the Board of Public Education should establish schedules whereby all programs under their respective jurisdictions are systematically reviewed. An explicit determination regarding continuance, modification or termination should be reached at least once every five years for university and four-year college programs, and once every three years for vocational-technical and community college programs.

34. At the state level, program review for the community colleges should be the responsibility of the Board of Regents, except with respect to federally funded vocational-technical programs, which must be reviewed by the Board of Public Education also.

35. Each program* should be reviewed on an individual basis. A universal formula to determine whether programs should be continued or discontinued is neither feasible nor desirable. However, as part of the process for reviewing existing programs, certain minimal criteria should be established by the boards and applied in the staff review. Fully documented findings should be presented then to the boards for action.

36. Appropriate criteria will be developed over a period of time and will be subject to change as conditions alter. Therefore, we hesitate to specify them, but believe they should take account of the following factors:

    a. number of graduates from the program in each of the last five years.

    b. number of students enrolled in the program for each of the last five years; the rate of completion; the rate of attrition; ratio of enrollment to degree productivity.

    c. the number of students not enrolled in the program but who were served by it for each of the last five years.

    d. the size of classes identified as integral elements in the program.

    e. for colleges, universities and community colleges, cost per credit hour of the courses indentified as integral elements in the program (upper division, lower division and graduate).

    f. for vocational-technical centers, cost per contact hours for courses identified as integral elements in the program.

    g. cost per program graduate.

    h. faculty/instructor workload.

    i. faculty/instructor qualifications.

    j. reputation and intrinsic value of the program.

    k. positions achieved by graduates of the program.

    l. positions attained by persons enrolled in the program who may have achieved their educational objectives without completing requirements for the degree or certificate.

    m. total production of graduates in the program area from all institutions in the state (and when appropriate, in the region and/or nation).

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*"Program" refers to a series or sequence of courses leading to a certificate or degree, or designed to prepare students for immediate employment or occupational upgrading.

n. economic and/or qualitative improvements which might be achieved by consolidation and/or elimination of the program.

o. general student interest, evaluation and demand for the program; morale of students in the program.

p. indicators of present and future demand for graduates of the program.

q. appropriateness of the program to the mission of the institution.

r. any needs for other programs of higher priority which might be funded fully or partially from savings realized by discontinuance of the program under review.

s. adequacy of support services, particularly library, laboratory and educational facilities.

t. compatibility with state plans.

u. similarity to programs offered at any of the other units.

37. In addition, the following criteria should be applied to the review of graduate programs by the Regents:

a. average time of completion of those to whom the degree has been awarded.

b. benefits accruing to the institution and the state independent of enrollment or degree production.

c. proportion of departmental resources devoted to the program.

d. sources of funding — state, federal, etc.

e. qualifications of faculty.

f. qualifications and backgrounds of students attracted to the program.

g. relationship to and impact upon undergraduate program.

38. The following procedures should be used in review of existing programs.

a. Governing boards should identify programs to be reviewed and establish a review schedule.

b. Review should begin at the institutional level where the program should be assessed according to a criteria established by the boards. Institutional review should include administrators, faculty and students. When review is completed at the institutional level, results should be forwarded to the governing board's executive officer with the institution's recommendations for continuance, discontinuance, modification or provisional status. The latter should be recommended and granted only when a program is relatively new or when the additional time will be used to develop information which does not exist or is not available. Provisional status should be requested for a specified time period.

c. The board's executive officer should independently analyze the materials submitted by the institution. If necessary, the analysis may include the views of outside consultants. The executive officer should present the recommendation with supporting documentation to the board. If it is not in agreement with the recommendation of the institution, the executive officer should notify the institution of the reasons in sufficient time for the institution to prepare a rebuttal to the board or to withdraw its recommendation.

d. The governing board should review all materials and recommendations, request whatever additional information may be needed and vote to continue, discontinue, modify or place the program on provisional status for a specified period of time.

39. The Board of Regents and the Board of Public Education should begin systematic review of existing programs as soon as is feasible.

40. Existing program review in the University System should begin with review of all Ph.D. programs, considering first those which are offered in the same disciplines as both doctoral-granting institutions and all graduate and undergraduate programs in education. All these programs should be reviewed by July 1, 1976.

41. Special review of programs outside the established scheduled should be initiated at any time at the request of the governing board, the executive officer or the institution offering a program.

42. Responsible boards should carefully review proposed new programs prior to their initiation. Clear criteria for review should be established by the boards and regularly criticized in the review process. In setting review criteria, we urge the boards to consider the following factors:

    a. Objectives of the new program

    b. Need for the program

        (1) Evidence of student demand (students currently enrolled at the institution requesting the program; students in other institutions who have indicated they would participate in the program; community or regional demand; other sources).

        (2) When applicable, indicate potential employers of persons trained in the program area who have requested establishment of the program and their specific employment needs. Include any other documentation of need for graduates of such a program — manpower projections, etc.

    c. Detailed survey of similar programs that are offered within the state (and, for graduate programs, the region).

        (1) The potential impact the program may have on other programs at the institution, especially in terms of funding, facilities, faculty and students.

        (2) The potential effect on similar programs offered by other institutions. (Supporting documents from other institutions should be included.)

    d. Description of the program as it relates to the mission (or role and scope) of the institution.

    e. Students to be served

        (1) Anticipated enrollment for a five-year period by level.

        (2) Ultimate enrollment goal for the program.

        (3) Rationale for these projections.

    f. Provisions for institutional review of the quality of the program, which would include student achievement and faculty performance.

    g. Costs of the new program

        (1) Estimate of start-up (first year) costs. How much of the costs would be absorbed in current budgets, and how much additional funding would be required? Identify the sources of additional funding.

        (2) Estimates of anticipated cost and anticipated income of the program for the four years following its first year. Explanation of the rationale for these estimates.

h. Faculty staffing needed for the program, including additional staff requirements and costs of additional staff.

i. Additional facilities, including library equipment, classrooms and office space that are required, and their costs.

j. Present faculty, facilities, equipment and library which will support the program; compare them to known or anticipated standards for accreditation.

k. New courses and the frequency with which they will be offered throughout the first five years.

l. Requirements for the degree or certificate.

m. Supporting courses in other departments.

n. Existing programs for which the new program would offer supporting courses.

o. Procedure used to develop the proposal, including participation of students, faculty, community, advisory committees, etc.

p. Prior to approval of new programs, particularly in vocational-technical and some professional areas, it should be ascertained whether a comparable accredited program is offered in a private or proprietary institution in the state. If such a program exists and if it is of high quality, the feasibility and possible cost savings of contracting for the program should be thoroughly investigated. Even if the cost per student is similar or higher, savings may be achieved by avoiding public expenditure on buildings and equipment.

43. The following procedures should be used to initiate proposals for new programs.

a. Normally, proposals for new programs should be initiated by the institutions. However, the governing board or its executive officer might, from time to time, identify a state need for a program and request one or more of the institutions to prepare proposals.

b. Proposals should be sent from the institution to the governing board's executive officer, who should conduct an independent analysis, using independent consultants when appropriate. If the executive officer's recommendation is contrary to that of the institution, the institution should be notified and given sufficient time to prepare a rebuttal or to withdraw its proposal.

44. All materials used in program review should be open and accessible to the public.

## FINANCING

45. The state should continue to assume the major responsibility for financing public postsecondary education.

46. State support of operating expenses of postsecondary education should take two basic forms

a. direct institutional support through appropriations to the institutions and/or their governing boards.

b. direct student support through student financial assistance based on need and performance.

47. Montana should establish a state scholarship program and participate in the federal student incentive grant program. The program should provide for grants to students which are applicable to tuition or living costs at institutions within Montana.

a. Undergraduates and vocational-technical students in public postsecondary education should be eligible to participate in this program.

b. Grants should be based upon need.

c. Priority in the awarding of grants should be given to

  (1) students whose educational programs are disrupted by termination of an institution or program.

  (2) students who must change their place of residence to attend postsecondary education.

d. Grants or vouchers should be awarded directly to students.

e. This program should be funded initially at a level of approximately $120,000 (50% state funds, 50% federal funds).

f. The Commission for Federal Higher Education Programs should administer this program.

g. The state statute creating a state work-study program should be funded.

48. Students attending Carroll College, College of Great Falls, and Rocky Mountain College, should be eligible for participation in any state programs which award financial assistance directly to students.*

49. Students in state institutions of postsecondary education should contribute to the direct costs of their education. However, student charges should not be raised until student resources have been studied to determine the impact of such charges.

  a. The graduate fees structure should be studied.

  b. Increases in student fees should not be used to decrease General Fund appropriations.

50. State, executive and legislative authorities, in the exercise of their responsibility for budget control and audit, should concentrate on program budget review and approval, and avoid line-item approval and direct involvement in internal budget operation and administration of the public institutions of postsecondary education.

51. State funds allocated to the University System should be appropriated to the Board of Regents.

52. All institutions of postsecondary education should adopt "zero-based" program budgeting.

53. Budgeting formulas should take into account the different missions and programs of the institutions of postsecondary education and the library, laboratories and equipment necessary to support institutional functions.

54. The ratio of state to county funding of community colleges should be set at 65:35.

55. Institutions and units of postsecondary education should continue to develop and refine uniform standards, definitions and procedures that will find the full cost of resources used in the process of producing instructional outcomes, including student credit hours, courses, degrees and certificates. As far as possible, this information should be compatible with the work being carried on by the United States Office of Education and the National Center for Higher Education Management System.

56. State funds should be provided to institutions and system offices for the development of management information systems.

57. Funds equivalent to one instructional FTE faculty position should be granted to each unit of the University System for each 750 students or part thereof. The additional funds would be used for curricular reform or research related to improved instruction.

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*This would probably require constitutional amendment.

58. The state should provide funding for the administrative expenses of the Statewide Association for Adult Education.

59. When the Statewide Association for Adult Education has accumulated sufficient experience and information on the demand for adult and continuing education, it should assess the need and appropriateness of state funding of programs and courses.

60. Faculty, administrative and staff salaries and benefits in Montana higher education should be competitive with those provided for comparable services in comparable institutions. Salaries among similar units should be more uniform.

61. The governing boards of public postsecondary education should conduct periodic surveys to compare the compensation paid to faculty, administrators and other staff with levels of compensation of persons with similar responsibilities in similar postsecondary institutions, government and the private sector.

62. Governing boards should set systemwide priorities for increases in faculty compensation.

63. The Regents should emphasize immediately equity and merit increases in their priorities for faculty compensation in the University System. Recommendations for merit increases should be the sole responsibility of the dean of the school or the president of the institution.

64. Administrative support costs should be carefully reviewed to insure that they are commensurate with the size of the institution and the number of students being served.

65. Private foundations of individual postsecondary institutions should be encouraged to develop income for their supplemental programs. Income from these foundations should be considered additional income and should not be used to reduce its General Fund appropriations.

66. An Attorney General's opinion should be requested to determine whether the Board of Regents could rebate up to three of the six University System mills collected from those political subdivisions which maintain community colleges.

## INSTITUTIONS AND THEIR MISSIONS

67. The primary mission of each institution of public higher education should be the education of undergraduate students.

68. Since a clear need for each exists, there should continue to be three types of public institutions of higher education:

    a. Community Colleges. These institutions provide the opportunity for many students to receive two years of academic and/or vocational education in an area close to their home communities at a reduced cost to the state. Because they are limited to two-year programs, the community colleges can operate at a relatively low level of enrollment without excessive costs or undue constraints on student choice. They enhance the overall diversity of higher education by providing a small college environment where students may be exposed to both academic and vocational programs.

    b. Public Four-Year Colleges. The state colleges provide collegiate and some vocational-technical and para-professional programs in relatively small institutions. They have a regional focus and attempt to concentrate their services on specific areas of the state. This sector will continue to serve a significant proportion of Montana's undergraduate students. However, this is also the sector with the most severe lack of use and the greatest excess capacity.

c. Public Universities. The two public universities will continue to serve most of the undergraduate students in Montana higher education. They should remain the only two institutions with heavy research emphasis and authority to offer advanced graduate and professional degrees. Generally, high-cost professional programs should be concentrated in these institutions. The size of the universities enables them to provide a broad range of curricular options economically.

69. The vocational-technical centers cannot be meaningfully defined in terms of levels of degrees or certificates. Essentially, their roles should remain flexible in order to adjust to changing educational, labor and employment needs of the state and its communities.

70. The centers should be viewed as components of a system with each unit specializing in certain fields and with no unnecessary program duplication among the centers.

71. No changes in the missions of the vocational-technical centers should be made at present.

72. The units of public postsecondary education should maintain their present admissions policies except as recommended in other sections of this report.*

73. There should be no need in the present, or in the foreseeable future, for additional public postsecondary institutions in Montana.

74. These considerations should be utilized in determining the need for an institution of higher education:

    a. role of the institution in maintaining and improving access to postsecondary education.

    b. present and potential size of the institution

        (1) must be large enough to assure students of a range of programs and courses of an adequate quality and with a diversified curriculum.

        (2) must be large enough to utilize resources effectively.

    c. needs of individuals and society for programs and services offered.

    d. whether other institutions have the capacity to absorb students and programs if necessary.

75. On the basis of the above considerations, the Montana University System should make the following structural changes.

    a. Western Montana College should be closed.

    b. These alternatives should be considered for Montana College of Mineral Science and Technology

        (1) That it become a highly specialized, high quality technical institute related to the minerals industries and supporting disciplines. Concentration would be on present areas of quality. Low-quality areas would be pared away.

        (2) Similar to (1) but with the addition of programs to train vocational teachers (although not to compete with similar programs at Northern Montana College).

        (3) That it be converted into a branch campus of Montana State University. Administrative costs would be reduced. Quality would be improved. Butte would retain programs through the four-year and perhaps Master's level. Unnecessary duplication would be eliminated and programs upgraded.

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*See Recommendation #1, Chapter 3, Educational Policies.

(4) That it be converted to a completely state supported two-year institution for the lower division.

c. If the mission of the Montana College of Mineral Science and Technology is substantially changed, the Montana Bureau of Mines and Geology should remain in Butte, but be administratively attached to the Montana State University.

d. If enrollment at Northern Montana College should fall substantially below the current level, the Regents should reevaluate the feasibility of continuing to operate the college as presently constituted.

76. The role and scope of the remaining institutions of Public Higher Education should be as follows:

a. Eastern Montana College

(1) Should offer undergraduate instruction in the liberal arts and sciences and in teacher training; should offer the associate degree.

(2) May develop additional majors in the arts and sciences but only as demonstrated needs develop.

(3) Should carefully control Master's degree programs; the emphasis should be to provide services to practicing teachers.

(4) Should not offer the doctorate but may, through participation in consortia with the University of Montana and/or Montana State University, offer some courses and programs leading to the doctorate. This option should be utilized only in areas of special strength (such as special education) when the need for a program can be demonstrated and when Eastern Montana College's participation will enable the state to avoid duplication of faculty and facilities.

b. Northern Montana College

(1) Should offer baccalaureate programs in teacher training and vocational education, and one- and two-year programs in selective vocational and preprofessional fields; should offer the associate degree.

(2) Master's degree programs should be limited to the special needs and clienteles of the college's service area with emphasis upon providing services to practicing teachers.

c. The role and scope of Montana College of Mineral Science and Technology will depend upon which of the alternatives described in 4b is adopted.

d. Montana State University

(1) Should offer a broad range of undergraduate programs in the liberal arts and sciences, teacher training, agriculture, engineering and selective professional areas, as well as the associate degree.

(2) Should provide graduate instruction, research and public service.

(3) Should share with the University of Montana exclusive authority in public higher education to award the doctorate. However, doctoral programs should be offered in a limited number of carefully selected disciplines except for such specialized programs which may be retained at Montana College of Mineral Science and Technology.

(4) Should have exclusive jurisdiction over four-year and graduate programs in engineering, including the Ph.D.

(5) Ph.D. and Master's programs should emphasize the special character of the land grant university and the special needs of the state and region.

e. University of Montana

(1) Should offer a broad range of undergraduate programs in the liberal arts and sciences, teacher training and selective professional areas, as well as the associate degree.

(2) Should provide graduate instruction, research and public service.

(3) Should share with Montana State University exclusive authority in public higher education to award the doctorate. However, doctoral programs should be offered only in a limited number of carefully selected disciplines.

(4) Ph.D. and Master's programs should relate to the special needs of the state and region.

(5) Should remain the state's most comprehensive institution of higher education.

f. Dawson College, Flathead Valley Community College and Miles Community College

(1) Should offer instruction through the second year of college.

(2) Programs may include collegiate courses for transfer to four-year institutions; instruction in vocational and technical courses leading to employment; general or liberal arts courses, and a particular concern for community and area services.

(3) Should grant the Associate Degree in Arts and Science and certificates in technical and vocational fields.

77. When a unit of postsecondary education is closed, the state should attempt to find an alternate use for the physical plant.

78. When a unit of postsecondary education is closed or when a program is terminated or transferred to another unit, students who are dislocated as a result of such actions, should receive full credit by the accepting institution for previous work. They should be able to complete their degrees in the same amount of time that would have been required had they completed their work at the institution in which they had previously enrolled.

79. When a program is transferred from one institution to another, faculty should normally be given the opportunity to transfer.

80. The Legislature should provide adequate funding to assure that the Department of Business Regulation can fulfill its responsibilities with respect to regulation of proprietary schools.

81. Proprietary schools should be included in future long- and short-range state planning for postsecondary education in Montana.

82. More emphasis should be placed on preventive care in health education programs.

83. Health education for consumers — particularly during the school years — should be given high priority.

84. Student needs, as well as community needs, should be considered in planning for educational programs.

85. The counseling system should be carefully scrutinized and the counseling function should be given more attention in order to better screen the potential applicants for pre-medicine/pre-dentistry/pre-veterinary medicine. The students should be given the

opportunity to have more exposure to their chosen profession in the field during these preprofessional years.

86. Sound vocational counseling and guidance should be strongly encouraged beginning at the junior and senior high level and continuing throughout the postsecondary level.

87. Support should be given to the Washington, Alaska, Montana, Idaho Medical Education Program (WAMI), and the Legislature should appropriate the necessary amount of dollars each year to keep it working in this state. However, financial support should be contingent upon a written guarantee from the University of Washington School of Medicine that the full number of up to 80 qualified medical students will actually be admitted within the next four years.

88. The WAMI program should make a systematic effort to introduce Montana's medical students to rural areas during the community clinical phase of their education, rather than concentrating them in the urban areas of the state. A system providing for forgiveness of educational loans in return for practicing medicine in rural areas should be devised for WAMI.

89. Montana should continue supporting the Western Interstate Commission for Higher Education (WICHE) Student Exchange Program and increase its level of support as required. The Regents should consider a system which takes into account the variability in the economic needs of Montana students attending out-of-state medical, dental and veterinary medical schools with a provision which would require (in some instances) repayment to the state of the amount the state pays to meet out-of-state tuition costs. It should include, too, a loan forgiveness feature contingent upon a period of practice in Montana once the education has been completed.

90. Some device for protecting existing slots in dental schools for Montana students should be developed, as well as some method to expand opportunities for admission to dental schools.

91. Montana State University's effort to develop a WAMI-like program for veterinary medicine should be encouraged, and the Legislature should consider funding such a program.

92. The present cooperative arrangement with two out-of-state colleges of osteopathy should prove beneficial in supplying the state in the future and should be continued.

93. The existing four-year program for dental hygienists should be continued. At this time, a second baccalaureate program should not be developed. The feasibility of a two-year program at the vocational-technical center which has responsibility for health care training as its major activity, or at a community college, should be examined.

94. The upward mobility concept should be developed within all accredited programs to allow for ease of movement of the dental assistant into a dental hygiene program.

95. The state should develop additional internships for medical technologists.

96. The programs for medical laboratory assistants should be expanded if other schools or institutions have the necessary financial support and proper laboratory facilities, staff and other resources.

97. Field experience training for sanitarians should be offered in the state.

98. Efforts should be made to develop flexibility in nursing programs from Licensed Practical Nurse (LPN) to Baccalaureate degree nurses. This would include efforts to make it possible for LPN and Associate Degree nurses to enter baccalaureate programs, receiving credit for their previous training.

    a. Those nursing education programs which lead to Registered Nurse (RN) licenses should be continued at their present levels, and the varied programs should remain as they are now structured, but based on the changing needs of the state. Modifications should be made as needed.

b. Overall limitations of clinical facilities may require statewide coordination to assure adequate clinical experiences for nursing students.

c. The Family Nurse Practitioner program should be strongly supported. However, proliferation of these post-RN programs does not seem necessary nor feasible. Modifications should be made as needs arise.

d. No additional master's programs should be developed.

e. An education consultant should be appointed for the State Board of Nursing.

99. In practical nursing, the Vocational Education Division and the State Board of Nursing should jointly coordinate the number of programs and students based on area need. The Manpower Development and Training Act (MDTA) practical nursing programs should not be developed unless or until they are coordinated with the Vocational Education Division.

100. In establishing future nurse aide programs, the Vocational Education Division should take the factors of supply, demand and geography into consideration.

101. Increased legislative support should be made available to the WICHE Student Exchange Program in physical therapy.

102. Programs to train physical therapy aides should be established at the vocational level.

103. The establishment of continuing education programs for hospital administrators should be given a very high priority. The Montana University System should be encouraged to investigate the feasibility of establishing a program for hospital administrators similar to that for nursing home administrators.

104. The one degree program in the state for the medical records field should fulfill adequately the needs of the state.

105. There should be no major change in the educational opportunities for pharmacy students.

106. If the need for an expanded program in speech pathology and audiology appears in the future, it should be met by the existing program.

a. A method should be developed whereby the services of these professionals are obtainable in the smaller communities around the state.

b. Continuing education possibilities should be developed outside of the Missoula area.

107. The private hospital programs in radiologic (X-ray) technology should supply adequately the state at the present time. No academic programs should be established.

108. The present programs in respiratory/inhalation therapy should be continued and expanded as needs arise.

109. Continued support should be made available for the WICHE Student Exchange Program in occupational therapy.

110. The existing program for clinical psychologists should be expanded within the University System.

111. The in-migration of psychiatric social workers should meet Montana's needs; no new programs should be initiated.

112. Dietetic internships should be secured for Montana students who have completed their academic training.

113. There should be continued support of the WICHE Student Exchange Program in the field of optometry.

114. Except for poor distribution of chiropractors, the state's needs should be met adequately.

115. There should be no expansion in current academic programs in pre-podiatry. There should be continued support of the WICHE Student Exchange Program.

116. A reliable system should be developed for projecting future needs in the health occupations and professions.

117. Subject to governing board approval, all health care education programs should be permitted to control admissions based on program capacity and reliable projected needs.

118. A method should be developed for determining the appropriate number of medical students to be subsidized by the state.

119. All health care personnel should have available to them, and be encouraged to participate in, adequate continuing education and in-service training programs.

120. All potential sources for continuing education should be investigated — Montana Medical Education and Research Foundation (MMERF), the University System, the vocational-technical centers and the allied health and professional associations — and a coordinating system should be designated to accommodate continuing education in the total health care field.

121. The State Board of Education and the Montana postsecondary institutions should fully implement the mandate of the new Montana Constitution (Article X, Sec. 2) through continued expansion of innovative projects and existing Indian programs.

122. Montana postsecondary institutions should develop a set of institutional goals and objectives relating to Native Americans which would include, but not be limited to, welfare of students, educational programs, Indian community activities, etc.

123. Funding for Native American Studies Programs should be increased based on Indian student needs, population and the number of Montana Indian communities to be served. The criteria for future state funding and for establishing programs should be based on effective administrations, research activities, curriculum developments and support services, etc.

124. Postsecondary institutions should support financially future Native American cultural activities on campus (museum exhibits, pow-wows, student conferences, art and cultural functions, etc.) the same as other school functions during the academic year.

125. Postsecondary institutions and concerned state agencies should support the new Indian Culture Master Plan for the Education of Public School Teachers (HB 343, HJR 60) and provide assistance for its implementation.

126. The Board of Regents and the Board of Public Education should review educational policies as they relate to Indian students and initiate the necessary action to insure that the educational needs of the Native American people are being met.

127. The Board of Regents should appoint a standing subcommittee composed of Indian educators, tribal representatives and advocates to review financing and administration of institutional programs for Native Americans and to deal with issues affecting the concerns of Montana Indian communities.

128. Student financial aid officials (tribal/institutional/federal) should make a responsible effort to develop new aid programs or a new statewide Indian financial aid formula on behalf of Indian students attending postsecondary institutions, taking into consideration treaty rights, tribal grants, state fee waivers, economic opportunity grants, legislation, etc.

129. Directors of college work-study programs should develop a policy which affords the Indian student an opportunity to work on or near reservattins under the guidelines of the federal work-study program.

130. The Board of Regents should review the State Indian Fee Waiver and recommend to the legislature any reform needed to make the waiver applicable to all tribal Indian students.

131. Presidents and/or directors of postsecondary institutions should create an Indian Review Board with membership selected with the assistance of responsible tribal and urban Indian groups. The Board should address itself to issues and problems confronting postsecondary institutions and Native American communities.

132. Those institutions having significant Indian student populations or Indian community involvement should provide special services (skill classes, cultural classes, Indian counselors, tutors, etc.) for students needing this type of program.

133. Provision should be made for Indian students to have access to qualified Indian Counselors (for at least 4 years) as well as tutors (for at least 2 years) to assist them in adapting to the foreign environment of the institution.

134. An effort should be made by officials of student health services to develop a uniform Indian student health plan in coordination with the Indian Public Health Service.

135. The Commissioner of Higher Education should seek funds to finance an annual conference on Native Americans in postsecondary education. Participants should include representatives of postsecondary institutions, Indian students, Montana Indian community people, state educational officials, etc.

136. All postsecondary institutions should develop and maintain data on Indian students and Indian community projects for the purpose of public accountability.

137. The Commissioner of Higher Education should evaluate institutional programs for Indians and make recommendations for insuring full and acceptable participation in these programs by Montana Native Americans.

138. The Board of Regents should develop an annual report concerning Native Americans and postsecondary education to be disseminated statewide.

139. The Governor should appoint a Native American to the Board of Regents.

140. The Board of Regents should seek funds from the Legislature for a permanent Indian staff member in the office of the Commissioner of Higher Education for the purpose of coordinating Indian affairs and programs at postsecondary institutions.

141. All postsecondary institutions should make an immediate effort to employ qualified Indian faculty and non-instructional staff on all levels.

## ACCOUNTABILITY

142. The state planning agency for postsecondary education should develop a comprehensive, compatible management information system.

    a. The elements in the system should be those with reasonable potential for direct use by the units, systems offices, boards and by state government for policy and planning purposes.

    b. All elements put in the system should be as compatible as possible.

    c. Dual or duplicate systems are extremely expensive to maintain and should be avoided.

    d. The units of the Montana University System should use a uniform system of accounts as prescribed by the American Council on Education and endorsed by the American Institute of Certified Public Accountants. Where necessary, the Statewide Budgeting and Accounting System should be modified to accommodate these nationally recognized requirements for college and university accounting.

143. Governing boards should develop statements of rights and responsibilities for members of the institutions (including faculty, students, administrators, staff and trustees) along the lines suggested in the Technical Report on Accountability:

—Accountability of postsecondary education to the public and its representatives.

—Accountability of postsecondary education to the student.

—Accountability of the individual (faculty, students, staff) to the institution.

144. These statements should be developed in consultation with each of the groups affected.

145. The Board of Regents should be encouraged to publish an annual report on its activities including its financial status, as well as the goals and objectives of higher education in the state. This report should be made available to the Legislature each December.

# F

## APPENDIX F

## HOUSE BILL 578

# APPENDIX F

AN ACT APPROPRIATING THREE HUNDRED THOUSAND DOLLARS ($300,000) FROM THE GENERAL FUND AND APPROPRIATING ALL FEDERAL AND PRIVATE FUNDS RECEIVED FOR THE PURPOSES OF THIS ACT FROM THE FEDERAL AND PRIVATE REVENUE FUND TO THE COMMISSION CREATED BY THIS ACT FOR THE BIENNIUM ENDING JUNE 30, 1975, FOR CONDUCTING A COMPREHENSIVE STUDY OF THE PLANNING FOR POST-SECONDARY EDUCATION IN MONTANA; AND ESTABLISHING A COMMISSION ON POST-SECONDARY EDUCATION.

BE IT ENACTED BY THE LEGISLATIVE ASSEMBLY OF THE STATE OF MONTANA:

**Section 1.**

(1) As authorized by article VI, section 7, of the Montana constitution, there is created a temporary commission to be known as the commission on post-secondary education.

(2) The commission consists of not more than thirty (30) members appointed by the governor to serve at his pleasure.

(3) The commission shall be broadly representative of the general public and public and private nonprofit and proprietary institutions of post-secondary education in the state, including community colleges, junior colleges, post-secondary vocational schools, area vocational schools, technical institutes, four (4) year institutions of higher education, and branches thereof.

(4) The governor shall appoint the chairman of the commission. The commission members may elect a vice-chairman, secretary, and other necessary officers from among their members.

**Section 2.** The chairman shall schedule meetings of the commission as considered necessary, but meetings shall be held at least bi-monthly. A majority of the commission may also call a meeting.

**Section 3.** Members of the commission are entitled to compensation of twenty-five dollars ($25) per day, and to reimbursement for actual and necessary expenses, while on commission business.

**Section 4.** The commission shall make a detailed and thorough study of postsecondary education in this state. It shall also make comprehensive inventories of, and studies with respect to, all public and private post-secondary educational resources in the state, including planning necessary for such resources to be better coordinated, improved, expanded, consolidated, or altered so that all persons within the state who desire, and who can benefit from, post-secondary education may have an opportunity to do so. The commission shall further devise a system of accountability that will accurately measure educational output in relation to financial input. The commission may use other state agencies or institutions to make studies, conduct surveys, submit recommendations, or otherwise contribute services or expertise to the commission in conducting its activities under this act.

**Section 5.** The commission shall, before undertaking other activities, assess the evidence and resulting recommendations made in prior studies relating to postsecondary education in Montana. These studies include, but are not limited to, the Peabody Report, the Flesher Report, the Durham Report, the Regents' Master Plan and various studies by the legislative council.

**Section 6.** A written report with substantive recommendations adopted by the commission, and recommendations regarding implementing legislation, shall be made available to the governor, the members of the legislature, and the members of the state board of education no later than December 1, 1974.

**Section 7.** Three hundred thousand dollars ($300,000) is appropriated from the general fund to the commission for the biennium ending June 30, 1975, for conducting the study and planning authorized by this act.

**Section 8.** All federal and private funds received for the purposes of this act are appropriated from the federal and private revenue fund to the commission for the biennium ending June 30, 1975.

**Section 9.** The funds appropriated by section 6 may be used to match any federal or private funds available for conducting the study and planning authorized by this act. However, an amount from the funds appropriated under section 7, equal to the amount received in federal and private funds, shall revert to the general fund, and may not be expended by the commission.

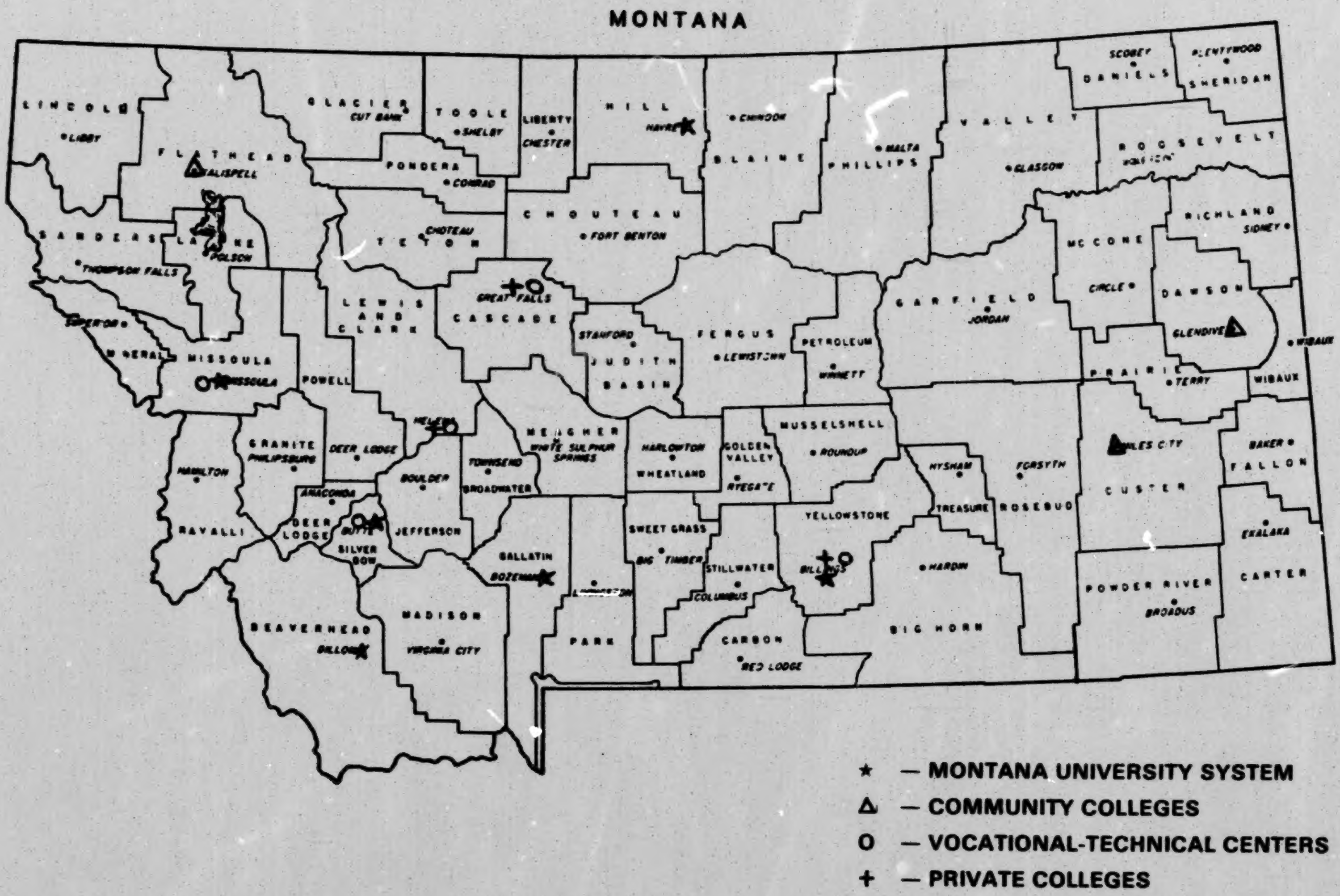
**Section 10.** On behalf of and for the commission, the governor shall make application for any federal funds available for the study and planning authorized by this act, and he may enter into any contracts required for receipt of federal funds with the appropriate federal agency.

# G

## APPENDIX G

## MONTANA PUBLIC POSTSECONDARY EDUCATIONAL INSTITUTIONS

## APPENDIX G



MONTANA

LINCOLN
LIBBY
FLATHEAD
KALISPELL
SANDERS
THOMPSON FALLS
LAKE
POLSON
MINERAL
SUPERIOR
MISSOULA
GLACIER
CUT BANK
TOOLE
SHELBY
PONDERA
CONRAD
TETON
CHOTEAU
LIBERTY
CHESTER
HILL
HAVRE
BLAINE
CHINOOK
PHILLIPS
MALTA
VALLEY
GLASGOW
DANIELS
SCOBEY
SHERIDAN
PLENTYWOOD
ROOSEVELT
RICHLAND
SIDNEY
MC CONE
CIRCLE
DAWSON
GLENDIVE
WIBAUX
PRAIRIE
TERRY
CHOUTEAU
FORT BENTON
CASCADE
GREAT FALLS
LEWIS AND CLARK
HELENA
POWELL
GRANITE
PHILIPSBURG
DEER LODGE
ANACONDA
BUTTE
SILVER BOW
RAVALLI
HAMILTON
BEAVERHEAD
DILLON
MADISON
VIRGINIA CITY
JEFFERSON
BOULDER
BROADWATER
TOWNSEND
GALLATIN
BOZEMAN
PARK
LIVINGSTON
MEAGHER
WHITE SULPHUR SPRINGS
JUDITH BASIN
STANFORD
FERGUS
LEWISTOWN
PETROLEUM
WINNETT
GARFIELD
JORDAN
WHEATLAND
HARLOWTON
GOLDEN VALLEY
RYEGATE
MUSSELSHELL
ROUNDUP
SWEET GRASS
BIG TIMBER
STILLWATER
COLUMBUS
CARBON
RED LODGE
YELLOWSTONE
BILLINGS
BIG HORN
HARDIN
TREASURE
HYSHAM
ROSEBUD
FORSYTH
CUSTER
MILES CITY
FALLON
BAKER
POWDER RIVER
BROADUS
CARTER
EKALAKA

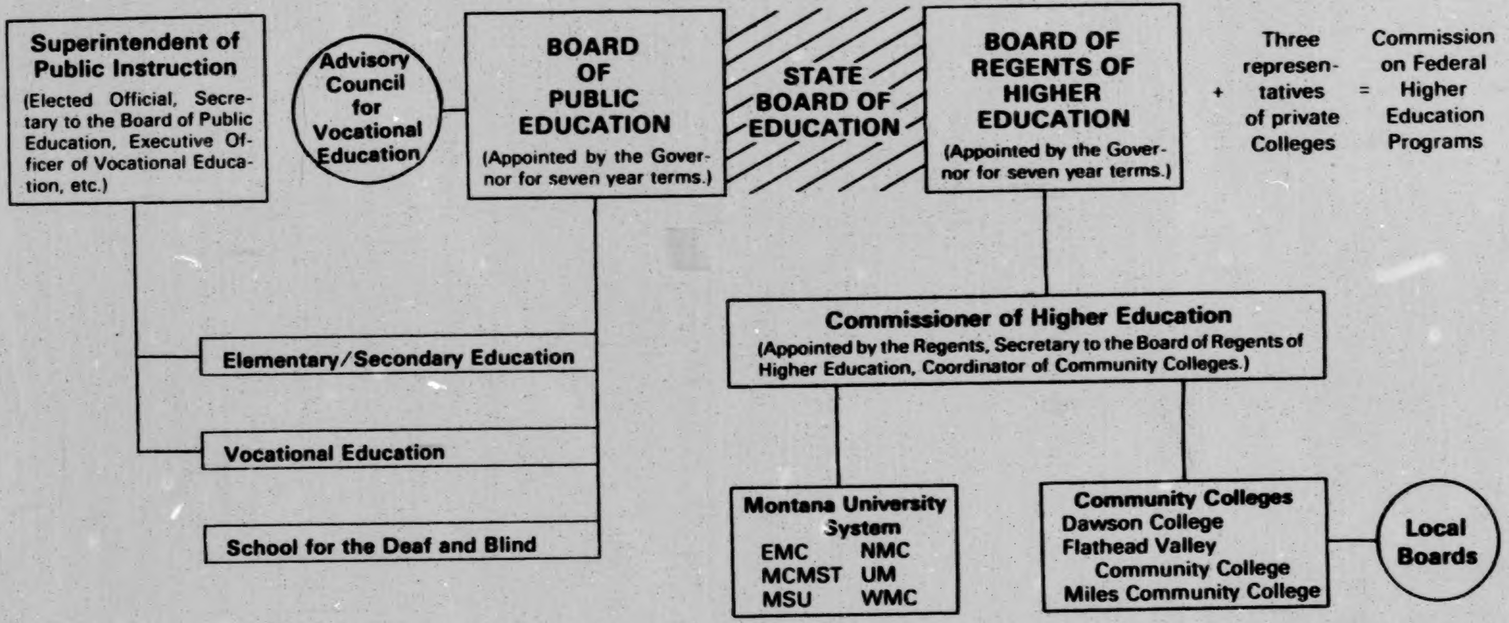
★ — MONTANA UNIVERSITY SYSTEM
Δ — COMMUNITY COLLEGES
O — VOCATIONAL-TECHNICAL CENTERS
+ — PRIVATE COLLEGES

# H

## APPENDIX H

## STATE-LEVEL GOVERNANCE OF MONTANA EDUCATION

# STATE-LEVEL GOVERNANCE OF MONTANA EDUCATION


Superintendent of Public Instruction
(Elected Official, Secretary to the Board of Public Education, Executive Officer of Vocational Education, etc.)
Advisory Council for Vocational Education
BOARD OF PUBLIC EDUCATION
(Appointed by the Governor for seven year terms.)
STATE BOARD OF EDUCATION
BOARD OF REGENTS OF HIGHER EDUCATION
(Appointed by the Governor for seven year terms.)
+
Three representatives of private Colleges
=
Commission on Federal Higher Education Programs
Elementary/Secondary Education
Vocational Education
School for the Deaf and Blind
Commissioner of Higher Education
(Appointed by the Regents, Secretary to the Board of Regents of Higher Education, Coordinator of Community Colleges.)
Montana University System
EMC
NMC
MCMST
UM
MSU
WMC
Community Colleges
Dawson College
Flathead Valley Community College
Miles Community College
Local Boards

The Board of Public Education and the Board of Regents each have seven voting members appointed by the Governor with the consent of the Senate. Neither board may have more than four voting members from the same congressional district nor from the same political party or organization. The term of office for appointed members is seven years. The Governor, Superintendent of Public Instruction and Commissioner of Higher Education serve as ex officio, non-voting members on both boards.

The Superintendent of Public Instruction, an elected official, serves as secretary to the Board of Public Education and Executive Officer of Vocational Education in addition to numerous other duties and responsibilities assigned by law.

The Commissioner of Higher Education, appointed by the Regents, serves as secretary to the Board of Regents of Higher Education and Coordinator of Community Colleges.

The members of the Board of Public Education and the Board of Regents, meeting together, form the State Board of Education which has responsibility for submitting unified budget requests, for long-range planning and for coordination and evaluation of policies and programs for the state's educational systems. The Governor serves as president of and the Superintendent of Public Instruction as secretary to the State Board of Education.

I

# APPENDIX I

# MINORITY REPORTS

# APPENDIX I
# MINORITY REPORT
### SUBMITTED BY MARJORIE KING

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I. I feel keenly that for the good of all Montana education it is necessary for the State Board of Education to clearly exercise the responsibilities given it in the constitution.

The constitution states: THERE IS A STATE BOARD OF EDUCATION COMPOSED OF THE BOARD OF REGENTS OF HIGHER EDUCATION AND THE BOARD OF PUBLIC EDUCATION. IT IS RESPONSIBLE FOR LONG-RANGE PLANNING, AND FOR COORDINATING AND EVALUATING POLICIES AND PROGRAMS FOR THE STATE'S EDUCATIONAL SYSTEMS.

Therefore, I recommend for inclusion in the section on Planning the following item:

2. The State Board of Education should be responsible for continuous planning.
   a. The State Board of Education should augment itself as is deemed necessary to meet mandatory requirements so that it can be designated the state agency to receive federal funds under Section 1202 of Title X of the Educational Amendments of 1972 and/or any other federal legislation.
   b. The Commissioner of Higher Education should be designated administrative officer of the group when it serves in this capacity.
   c. In order to avoid duplicative information gathering, the administrative officer should contract with the Executive Officer for Vocational Education for the collection of data related to vocational-technical centers.

II. Though it is impossible to legislate or dictate "spirit", I would ask the commission to reconsider items 12 and 13 from the original staff recommendations on Governance.

Item 12 states: The Board of Regents and Board of Public Education should schedule at least one meeting each year devoted to an examination of major issues in post-secondary education nationall and in Montana. This should be a seminar meeting with no business on the agenda. It should utilize experts from Montana and elsewhere to make presentations on subjects and trends of importance.

Item 13 states: Each board should incorporate as a regular feature of its meeting a consultation period for discussion of a current issue or problem in education which is not necessarily related to the business items on the agenda. The consultation might center on a presentation by the staff or an invited consultant with opportunity for questions and discussions.

Clearly the meetings referred to in the items could not and would not be effective if the members of the boards did not enter into them with a spirit of concern and interest. A positive position by our commission, however, would indicate that the commission and the public expect more from the boards than budgetary and policy decisions alone. It would indicate they want thoughtful consideration of educational philosophy upon which these decisions are based. I personally believe education merits these kinds of attentive deliberations.

I respectfully request that items 12 and 13 be reinstated for commission consideration.

# APPENDIX I

# MINORITY REPORT

### SUBMITTED BY MARJORIE KING

After considering the action of the Commission regarding the governance of vocational education, I believe we arrived at a hasty compromise which would be very difficult to administer.

I feel that there was a good deal of misunderstanding during the last meeting concerning both the present structure of vocational education, how the centers fit into the structure, and the proposed staff recommendations. Mr. Callan was not asked to elaborate upon his recommendations or the supporting documentation.

The present recommendation of the commission states, "The vocational-technical centers should continue as a cooperative local-state system under the supervision of the State Board of Education with administrative control by the Board of Public Education." The original staff recommendation placed the centers under the Board of Public Education, but as a way of acknowledging the Board of Regents interest in vocational education (particularly as it relates to community colleges), the Commission adopted the view that the Board of Education should be the supervising authority.

In reality, I am afraid this complicates an already ambiguous governance structure. The center people under such a system, would be answerable first to a local board, then to the Board of Public Education and ultimately to the State Board of Education.

I believe a strong active committee made up of Board of Public Education members and Board of Regents members, charged with budget and policy review and making recommendations directly to the Board of Public Education, would give the kind of coordination and cooperation which is necessary.

I also have some major concerns about the designation of an Executive Coordinator for the vo-tech centers. If Montanans believe that board structures have a genuine place in government (as it would appear they do from their acceptance of the new constitution and a number of statutes on the books), then it would seem that the attendant authority necessary to discharge these duties, should be granted to boards.

I do not believe a board can effectively regulate programs and budgets if it does not have the authority to employ its own professional staff. Therefore, I recommend that #5 of the section on Governance which presently reads:

> "The Superintendent of Public Instruction, subject to the approval of the Board of Public Education, should appoint a full-time Executive Coordinator of Vocational-Technical programs, who reports directly to the Superintendent and the State Board for Vocational Education. The Executive Coordinator should be responsible primarily for day-to-day administration and policy development for postsecondary vocational-technical education at the state level"

have the following language substitution:

> "The Board of Public Education should appoint a full-time Executive Coordinator of the Vocational-Technical Centers who reports directly to the Board of Public Education."

Number 5 would then read:

> "The Board of Public Education should appoint a full-time Executive Coordinator of the Vocational-Technical Centers who reports directly to the Board of Public Education. The Executive Coordinator should be responsible primarily for day-to-day administration and policy development for postsecondary vocational-technical education at the state level."

Present law provides that the Board of Public Education has the "sole authority for the approval of the post-secondary vocational-technical education programs and their budgets." However, there is no attendant authority to hire professional advisory staff since the Executive Officer for vocational education is designated by law and is an elected official — the Superintendent of Public Instruction.

# MINORITY REPORT
## SUBMITTED BY LINDA SKAAR

This report registers my opposition to Commission recommendations on the governance and funding of vocational education adopted at the June meeting. Recommendations 1 and 5 on p. 12-13) of the preliminary draft report).

This minority report is divided into five sections. I. Summary, II. Introduction, III. Explanation and rationale for changing the recommendations, IV. Alternative recommendations, V. Appendix.

## I. SUMMARY

**Funding.** The questions of funding and governance are intertwinced. Local funding results in split governance, consequently responsibility is diffused and coordination is imperiled. The alternate proposal would offer local tax relief, strengthen state governance and allow for improved program coordination.

**Governance.** Implementation of recommendations 1 and 5 would **split** the responsibility for vocational education in Montana. Supervision would be under control of the State Board of Education and administration would be under control of the State Board for Public Education. One unfortunate consequence of this would be that more than $2 million in federal vocational education funds might be lost annually due to lack of compliance with the Vocational Education Amendments of 1968. Furthermore, and basically more important, there is wisdom in the federal law. An effective vocational education system requires close coordination between units at all levels.

This proposal recommends that the Board of Public Education remain the designated Board for vocational education. The Board will employ the executive officer who will employ, with confirmation of the Superintendent of Public Instruction and the Board of Public Education, the administrative staff for vocational education.

## II. INTRODUCTION

In considering recommendations for governance and funding of postsecondary vocational education the Commission on Post-Secondary Education should bear in mind that the **post-secondary** vocational technical centers are only part of a total system of vocational education. A well run vocational education system is exceedingly complex — it must deal with diverse types of training on many levels, it must take into consideration manpower needs and population mobility patterns.

The system must be all encompassing with different levels of vocational instruction fitting together. For example, an exploratory vocational course on the secondary level will only be a waste of money if there are no jobs to be had in that particular field and/or there is no skill training available in that field on the postsecondary level.

A good system will meet the vocational education needs of high school students, post-secondary students and adults. It will supply initial vocational training for young people and opportunities for adults to upgrade their skills or to acquire skills in a totally different area.

Operating an integrated, flexible system of vocational education is extremely difficult. Any system of governance and funding recommended by this Commission should be one designed to simplify the problems of integration and coordination which exist in any vocational education system.

## III. EXPLANATION AND RATIONALE FOR CHANGING THE RECOMMENDATIONS

**Funding.** Although the question of funding and governance of vocational education are inextricably interwoven I have separated them in an effort to simplify the discussion.

The post-secondary vocational centers established in 1969 were intended to comprise a state system in which duplication would be minimized. Many of the more populous states established "area" vocational schools which are intended to serve a specific area of the state — they naturally duplicate programs, a rational decision in a populous state where there is need for training large numbers of students for the same occupation. Montana's problems are the reverse, we need to train smaller numbers of people for many different types of jobs.

Although the post-secondary vocational education system was intended to be a state system, the system of funding which was established is one which would be more nearly appropriate for a system of area schools. Currently the centers are financed by federal and state funds appropriated from the state general fund as well as a 1 mill property tax levy on those counties where a post-secondary vocational center is located. Thus the taxpayers in only 5 counties pay a property tax to support a statewide system. In addition the local school district (not the county) must match state funds for building the initial building at any center. Subsequent additional buildings are financed through the state long-range building program.

Although the system has always been intended as a state system, partial local governance and funding has caused a number of problems including unnecessary competition between the centers, hindrance of the flexibility that the system needs and some undesirable duplication. Reinforcing the original intent that the post-secondary vocational centers be a totally state system should improve the planning and administration of vocational education. It would allow the possibility of moving programs from center to center as need arises. Ability to do this will become increasingly more important in the future as the need for re-training and upgrading of older workers increases.* It can be more practical to move a vocational education program to a different school than it would be to move workers who need upgrading and retraining — people who would have to leave jobs and families to return to school.

Local input is highly desirable for a post-secondary vocational center. It can be obtained by strong local advisory committees — committees that advise on specific skills needed on the job as well as the local job market. However, in a state vocational education system which trains people for a statewide and regional job market we must not over-value local input to the detriment of a truly flexible system.

I recommend that the post-secondary vocational centers be strengthened as a total state system by making all employees of the centers employees of the state of Montana. The 1 mill property tax levy in those counties where there is a designated center should be replaced by a one-half mill statewide levy. This would equalize the tax burden for support of the centers and give property tax relief to those counties where a center is located.**

There is, however, advantage to having any unit of post-secondary education in a community. For this reason I would favor retention of the requirement that the school district in which a center is located provide matching funds to build the initial physical plant for the center.

**Governance.** I must also oppose the recommendation on governance for vocational education adopted by the Commission at the June meeting. I do this for two reasons: 1) Under the recommendation adopted, administrative control of vocational education would become even more diffuse than that which currently exists. This would lead to additional difficulties in planning and administering the comprehensive system which is necessary to

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*As our technology becomes more and more sophisticated the labor market will demand more highly skilled workers. In order to remain competitive in the job market the average worker will have to upgrade his skills many times during his work life.

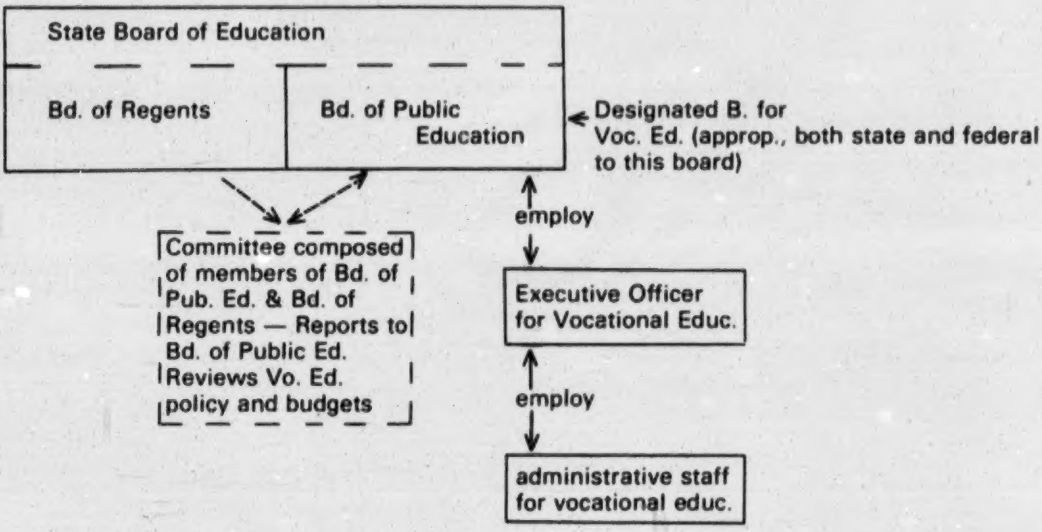
**The Department of Revenue estimates that in FY '75, one-half mill levied state wide will produce $603,103. One mill levied in the 5 counties with post-secondary centers will produce:

| | |
|---|---|
| $ 73,092 | in Missoula Co. |
| 86,895 | in Cascade Co. |
| 134,061 | in Yellowstone Co. |
| 58,443 | in Silver Bow Co. |
| 44,434 | in Lewis & Clark Co. |
| $396,928 | total for the 5 counties |

The one-half mill levied state wide would, of course, cut the tax bill in half in the five counties listed above.

meet the vocational education needs of the people of Montana. 2) The wording as adopted appears to be in direct contradiction to the Vocational Education Amendments of 1968 (PL 90-576). Title I, Sec. 108 (8) requires the designation of a single state board "**as the sole State agency responsible for the administration of vocational education, or for supervision of the administration thereof . . .**" (emphasis added). The recommendation as adopted by the Commission reads "The Vocational Technical Centers should continue as a cooperative local-state system under **the supervision of the State Board of Education with administrative control by the Board of Public Education.** (emphasis added). Adopting such a system of governance for vocational education could lose the state of Montana more than $2 million annually in federal vocational education funds.

I suggest to the Commission that we recommend the following structure of governance for vocational education.


State Board of Education
Bd. of Regents
Bd. of Public Education
Designated B. for Voc. Ed. (approp., both state and federal to this board)
employ
Committee composed of members of Bd. of Pub. Ed. & Bd. of Regents — Reports to Bd. of Public Ed. Reviews Vo. Ed. policy and budgets
Executive Officer for Vocational Educ.
employ
administrative staff for vocational educ.

This proposal is based on 1) need for coordination of secondary and post-secondary vocational education programs as well as a need for coordinating post-secondary vocational education programs (wherever post-secondary vocational education is taught, in the centers, the community colleges, Northern Montana College, etc.) 2) a generally accepted principle of governmental organization — that there should be clear lines of authority in government. This would differ from the current organization in two ways: 1) the committee composed of members of both boards does not currently exist, 2) the Superintendent of Public Instruction is currently designated by law as the executive officer for vocational education and employs the administrative staff. The elective position of the Superintendent of Public Instruction, and the legal designation of the Superintendent as executive officer disrupts the desired clear line of authority.

This proposal for a structure of governance for vocational education is not, in my mind, as satisfactory a system as the one which was voted down at the June meeting. That proposal is attached in Appendix A.

## IV. ALTERNATE RECOMMENDATIONS.

**Funding.** I recommend that the following wording be substituted for #1, a, b, c, d, e, (on p. 12 of the draft report.)

1. The vocational-technical centers should become a state system, similar in structure to the University System, under the Board of Public Education.

a. All employees of the centers should become employees of the State of Montana.

b. The one mill property tax levied in those counties with postsecondary vocational centers should be replaced by a one-half mill statewide levy.

c. The local school board should be eliminated from the governance structure.

d. The requirement that the school district in which a postsecondary vocational center is located provide matching funds for building the initial physical plant for a center be retained.

e. The Board of Public Education (designated as the Bd. for Vocational Education) in consultation with the executive officer for vocational education, the Superintendent of Public Instruction and the center directors, should develop a policy manual for the vocational technical centers. The policy manual should specify standard procedures for administration of the centers, including:

   (1) program development, approval and review

   (2) responsibilities of the eecutive officer for vocational education

   Continue as in draft report

**Governance.** I recommend that the following wording be substituted for #5 on (p. 13 of the draft report.)

5. The Board of Public Education should be the legally designated board for vocational education.

   a. appropriations for vocational education (both state and federal) will be made to this board.

   b. The Board of Public Education acting as the Board for Vocational Education will employ the executive officer for vocational education to administer vocational education programs.

   c. The executive officer for vocational education will employ, with the confirmation of the Superintendent of Public Instruction and the Board of Public Education, a staff to help administer and supervise vocational education programs.

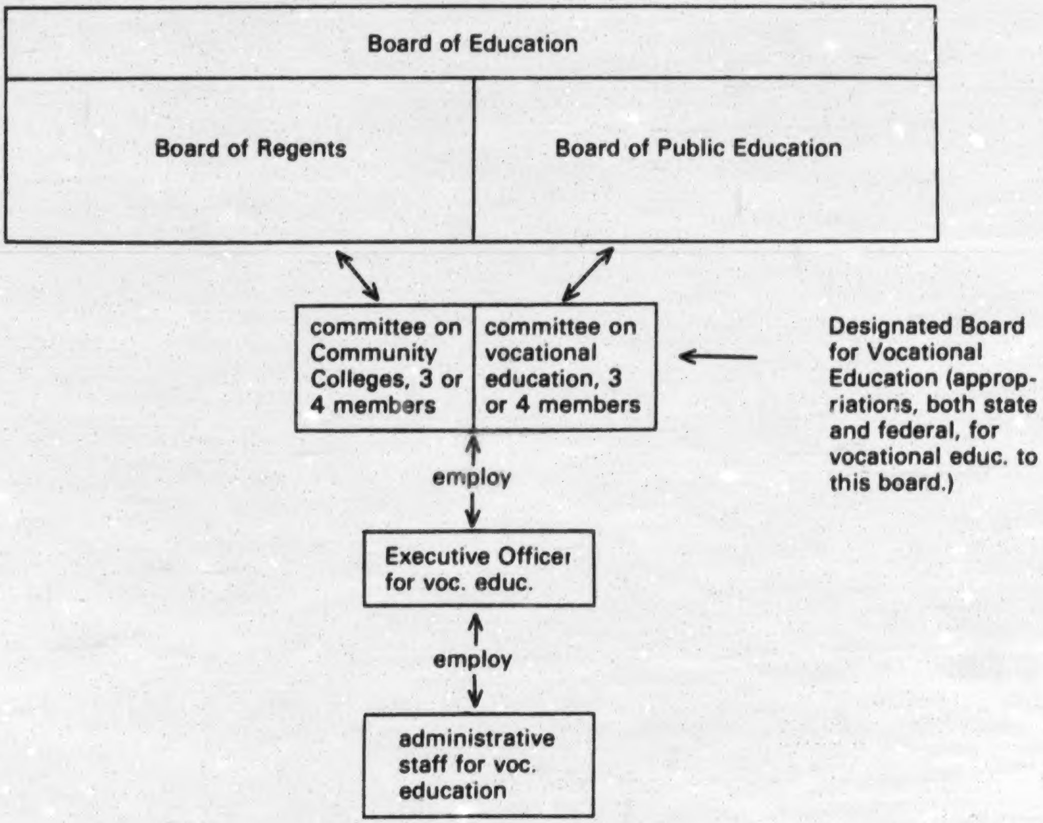
   d. An active committee composed of members of the Board of Public Education and the Board of Regents should be charged with budget and policy review. This committee should report directly to the Board of Public Education, the designated Board for Vocational Education.

## V. PROPOSAL REJECTED AT THE JUNE MEETING OF THE COMMISSION

Alternate proposal for the governance of vocational education including the vocational technical centers submitted by Linda Skaar

The Vocational Education Amendments of 1968 (PL 90-576), Title I, Sec. 108 (8) requires the designation of a single state board "as the sole State agency responsible for the administration of vocational education, or for the supervision of the administration thereof . . ." Federal funds amounting to more than $2 million annually would be lost if administration of vocational education was split between two boards or agencies. Need for coordination between secondary and post-secondary vocational education is, of course, the rationale behind the requirement for a single administrative board.

The following proposed organizational chart for the administration of vocational education 1) provides for a clear line of authority and responsibility, 2) provides for coordination of post-secondary vocational education programs offered in the community colleges and the vocational technical centers and 3) provides for coordination between post-secondary and secondary vocational education. Coordination between different levels and types of schools offering vocational education is sorely needed.


Board of Education
Board of Regents
Board of Public Education
committee on Community Colleges, 3 or 4 members
committee on vocational education, 3 or 4 members
Designated Board for Vocational Education (appropriations, both state and federal, for vocational educ. to this board.)
employ
Executive Officer for voc. educ.
employ
administrative staff for voc. education

Therefore, I move that the working in #5 on p. 25 of the staff report (as revised) be stricken and the following substituted:

5. The Community College Committee of the Board of Regents and the Vocational Education Committee of the Board of Public Education will form a board to be designated as the Board for Vocational Education. There will be an equal number of representatives from the Board of Regents and the Board of Public Education.
   a. Appropriations for vocational education (both state and federal) will be made to the Board for Vocational Education.
   b. The Board for Vocational Education will employ the executive officer for vocational education to administer vocational education programs.
   c. The executive officer for vocational education will employ a staff to help administer and supervise vocational education programs.

# MINORITY REPORT

## SUBMITTED BY TOM BEHAN

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Although well intentioned, I believe the Commission made an error in passing the recommendations 1, 2 and 3 of Dr. Pettit's report regarding options for Montana Tech.

They were:

1. A highly specialized, high quality technical supporting disciplines. Concentration would be on present areas of quality. Low quality areas would be pared away.
2. Similar to (1), but with the addition of programs to train vocational teachers.
3. Convert Tech into a branch campus of MSU. Administrative costs would be reduced. Quality would be improved. Butte would retain programs throuth the 4-year and perhaps Master's level. Unnecessary duplication would be eliminated and programs upgraded.

And here is why I believe the Commission made an error:

1. We have no staff research to point to the continuation of Tech as a four year institution which is implicit in recommendations 1, 2 & 3 above.

2. We have already adopted several criteria which when applied to Tech's upper division and graduate level courses should indicate change.

   Specifically:
   a. cost per program graduate
   b. economic and/or qualitative improvements which might be achieved by consolidation and/or elimination of the program
   c. adequacy of support services particularly library, laboratory and educational facilities.

   (Note: the Commission adopted companion criteria with the above which of course could be used to construct a case in the other direction, value must be given according to the person or persons doing the constructing.)

3. Also important is **careful** understanding of several points made in Dr.Pettit's eight statements.

   Statement #1 — Politicians and other laymen can provide us valuable insights into the special needs and sentiments of a community and even help us to appreciate the tradition and ethos of an institution. Yet they are not especially well equipped to make valid appraisals of academic quality. Nor is it fair to call on them to make such judgments.

   **Comment** — The Commission however **has** been as well equipped (via our staff) as humanly possible to make the valid apprasials required.

   Statement #2 — Montana Tech has had a reputation for relatively high quality in certain areas, particularly those related to the minerals industries.

   **Comment** — Granted.

   Statement #3 — Although by conventional academic measures Tech would not be regarded as a prestige institution, it still has a justifiably good reputation for training readily employable engineers who are able to command good salaries.

   **Comment** — Granted.

   Statement #4 — In the Fall semester of 1970, Tech had an enrollment of 989. By the Spring semester of 1974 the enrollment had dropped to 634. Of those, 559 were full time students.

**Comment** — The figures, **taken alone,** point to a need for reduced services.

Statement #5 — Over 70 percent of Tech's undergraduate students are from Silver Bow and Deer Lodge counties.

**Comment** — Clearly Tech's student body is locally oriented.

Statement #6 — Tech's enrollment is largely at the freshman-sophomore level, but the proportion of upper level students was greater in 1973 than it had been in 1969.

**Comment** — This enrollment is predominately lower division and in a proportion more analogous to the state's community colleges and not to any other unit of the University system. (See Attachment A to Dr. Pettit's report).

Statement #7 — A relatively large proportion of Tech's undergraduates are "undecided" or in "pre-professional" curricula. These two categories comprised 431 of 870 students in the Fall of 1971, and 295 of 711 in the Fall of 1973.

**Comment** — Slightly under half of Tech's students have not declared any major, mining related or otherwise.

Statement #8 — From 1971 to 1973 the number of **majors** in mineral dressing at Tech increased 100%, in petroleum engineering the increase was 9%, in mining 8% and in chemistry 6%. On the other hand, the number of majors in metallurgical engineering **declined** 17%, the decline in geophysical engineering was 29%, in geological engineering 29%, in mathematics 30% and in engineering science 39%.

**Comment** — With one exception the movement **to** mining programs at Tech has been slight while the movement **away** has been significant.

Thus viewing **all** the above points it would seem Tech is in need of a reduction of upper division and graduate programs due to the fact its student body is primarily composed of **lower division, local** students **not** showing a dramatic movement toward the various mining related majors.

EVERYTHING POINTS **AWAY** NOT **TOWARD** MAINTAINING TECH AS A FOUR YEAR INSTITUTION.

Therefore we are left with two alternatives:

1. Creation of a Community College
2. Creation of a Junior College

The first is probably unworkable, as Dr. Pettit notes, "No one can force a community to tax itself to support a community college."

Which leaves the only viable option proposed to date — a state supported two year college.

I believe the Commission should have adopted this and only this recommendation in our debate June 27, 1974. We have an obligation to Montana to make these difficult decisions, to put forth **only** our **best** recommendations and to face the subsequent music.

# MINORITY REPORT

**SUBMITTED BY JOHN L. PETERSON, GEORGE B. SCHOTTE, CARL DAVIS**

## PROPOSAL CONCERNING INSTITUTIONAL MISSION

1. Montana College of Mineral Science and Technology already possesses an international reputation for the quality of its programs in mineral and engineering sciences, as a result of the positions achieved by Montana Tech alumni in mining and related industries, although not limited to these. Evidence of this reputation can be seen in the success of Montana Tech's engineering graduates in the class of 1974. Each received an average of more than three position offers at an average starting salary of almost $13,000 per year. Because of these factors, there is a strong indication of overwhelming concern from industry and the Federal government.

2. In view of the established reputation of Montana Tech, the prime objective of the College should be to provide high quality programs leading to baccalaureate and higher degrees in the mineral sciences and engineering and in supporting disciplines. Taking into consideration the desirability of systematizing the programs offered by the Montana University System and avoiding duplication in areas of specialized instruction, it is therefore recommended that all engineering and science programs related to the energy and mineral industries, leading to baccalaureate and higher degrees, including desirably a doctoral program, should be integrated into a comprehensive program offered by Montana Tech at Butte as an independent unit within the Montana University System. The continued autonomy of Montana Tech within the Montana University System wuld ensure that the administration remains responsive to the problems and changing needs of higher education in these special areas.

3. Following the consolidation of these engineering and science programs at Montana Tech and the achievement of a corresponding increase in enrollment of engineering and science students, the overall curriculum and programs of the College can be reconsidered in relation to the educational needs prevailing at that time.

4. Since accreditation requirements for higher education necessitate the adequate preparation of mineral science and engineering students in the more general educational areas, and particularly since these students need the benefits of sophisticated training in communication skills, the maintenance of highly qualified faculty in Business, English, Economics, Chemistry, History, Languages, Mathematics and similar areas would remain an essential condition for accreditation purposes and to maintain Montana Tech's reputation for excellence throughout the mining and mineral engineering industries. The retention of these latter programs, together with carefully selected courses, workshops, institutes, etc., in Continuing Education and Extension would also serve the community of approximately 80,000 persons living within a 40-mile radius of the College, thus meeting the recommendations of the Carnegie Commission and other study groups regarding the desirability of providing 4-year college facilities to commuting students wherever possible. Although the Carnegie Commission recommendation obviously cannot be applied throughout rural Montana, the city of Butte and its populous environs can be effectively served in this way without undue additional expense to the State of Montana, and yet satisfy the economic condition of the student.

5. Research and public service should be a major part of Montana Tech's mission in order to maintain the high quality of education so necessary in the engineering and scientific disciplines and graduate programs offered at the College.

6. Since the Bureau of Mines and Geology is essentially involved in public service and research in the minerals and energy areas and provides strong support for the educational opportunity and experience of the engineering student, it should remain as a department of Montana Tech and thus report administratively to the College.

# MINORITY REPORT

## SUBMITTED BY CARL M. DAVIS, JOHN L. PETERSON, GEORGE B. SCHOTTE

The staff report, as accepted by the Commission on Post-Secondary Education, neither carries out the mandate of the legislative act which authorized and funded the study nor does it confront the issues propounded by the Governor to the Commission members he appointed and to the legislature when requesting it to create the Commission.

Unfortunately, the traumatic effect of the staff's radical recommendation to throw away Western, downgrade Tech and have the state take over the Vo-techs created a situation where many other important issues were ignored or inadequately considered.

Now that the Commission has reversed its position in regard to the Vo-techs and is reconsidering its position in regard to Tech, further examination of the staff report should be undertaken not only as to other recommendations adopted, but of equal importance is the failure of the Commission to provide answers to many of the issues and problems presented.

Some of the more obvious deficiencies are as follows:

1. **Educational Output v. Financial Input**

   House Bill 578 states in Section 4, "the commission shall further devise a system of accountability that will accurately measure educational output in relation to financial input." While masses of statistics and information were gathered, no study was made of the various programs offered by any of the units. Despite a $300,000.00 budget and the cooperation of the various units the Commission only made recommendations for the criteria for future use.

2. **Prior Studies**

   The Commission did not assess the evidence and resulting recommendations of the prior reports. The summaries thereof prepared by the staff made no mention of the fact that the recommendations made by the Legislative-sponsored Durham report in 1958 **were based upon the permanence of the six units of the University system being assured.** Durham stated, **"It speaks well for the founders of Montana that they discovered a dream of the multiple campuses. They attempted to make higher education accessible to the people."**

   Durham, after making a **thorough** and **intensive** study of Our Montana University system and previous reports, and considering alternative possibilities such as merging or discontinuing one or more units found:

   > "Such **radical** steps have been the object of other studies and have been reported as impractical or politically unfeasible."
   >
   > That Montana should: "build on past experience toward a more effective coordinate system embracing the **six** units now established by the state's legal and political processes."

3. **Duplication**

   Governor Judge, in his statement on Post-Secondary Education delivered to the Commission members, together with Montana Legislative Council and all prior studies questioned the necessity and high cost of duplication of courses offered, particularly at the graduate level. The Commission report does not make a specific recommendation to eliminate a single duplicated program notwithstanding ample factual data presented or available showing high cost graduate programs being offered at both of the Universities with small program enrollments and in many instances taken primarily by out-of-state students.

4. **Quality of Education**

   The quality of educational output was not assessed or reviewed by the Commission. The need for existing programs was not studied nor were existing programs studied to determine whether they met the criteria standards. Teacher-student contact hours and teaching loads, graduate placement, how many were not researched and reported but left for others to do at further expense and at a later date.

5. **Intercollegiate Athletics**

Governor Judge posed specific questions to the Commission members requesting their examination including: "to what extent can the people of the state continue to subsidize intercollegiate athletic programs?"

Neither staff reports nor the Commission recommendations contain any information as to the cost of these programs or cost-benefit ratios. The only figure presented was that the program cost in excess of $700,000.00 at the U of M alone in 1973. For a Commission charged to make a detailed and thorough study to totally ignore the costs of this program on the one hand and throw away an entire unit of the system on the other is inconceivable. An examination of these costs may well reveal that the intercollegiate athletics programs of Bozeman and Missoula cost more annually than the total cost of educating 700 students at Western. Which is more important to the state if we can't afford both?

6. **Educational Opportunity**
Article X, Section 1 of Montana's Constitution provides:

> "It is the goal of the people to establish a system of education which will develop the full educational potential of each person. Equality of educational opportunity is guaranteed to each person of the state."

The Commission recommendations announce that its and Montana's goal in post-secondary education "**should be to enhance the opportunities for learning available to the people of Montana. And we believe that the learning experiences available through our institutions should respect the individualism and diversity of the people of Montana.**"

Proceeding, the Commission proposes:

> "Equal and universal opportunity for participation in post-secondary education by citizens of Montana . . . regardless of . . . or economic status."

How can closing any institution make learning opportunities more available? How can closing the Unit where the costs to students are the cheapest in the state give equal and universal opportunity regardless of economic status?

The staff report and commission recommendations may appeal to the educators with more money for salary, staff, research, more committees and boards, but totally ignore the costs to the students.

Submitted are costs to the student at the various units for a three year period:

### 1972-73
### STUDENT COSTS

| | Fees and Books | Room and Board | TOTAL |
|---|---|---|---|
| EMC | 598.80 | 952.00 | 1,550.80 (3)* |
| MCMST | 515.30 | 898.04 | 1,413.34 (5) |
| MSU | 644.65 | 938.50 | 1,583.15 (2) |
| NMC | 559.80 | 867.00 | 1,426.80 (4) |
| U of M | 662.80 | 953.00 | 1,615.80 (1) |
| WMC | 434.30 | 780.00 | 1,214.30 (6) |

*Rank order high to low.

### 1973-74
### STUDENT COSTS

| | Fees and Books | Room and Board | TOTAL |
|---|---|---|---|
| EMC | 623.80 | 983.00 | 1,606.80 (3) |
| MCMST | 536.30 | 1,000.00 | 1,536.30 (4) |
| MSU | 660.75 | 1,013.50 | 1,674.15 (s) |
| NMC | 579.80 | 922.70 | 1,502.50 (5) |
| U of M | 637.80 | 1,088.00 | 1,725.80 (1) |
| WMC | 434.30 | 858.00 | 1,292.30 (6) |

### 1974-75
### STUDENT COSTS*

| | Fees and Books | Room and Board | TOTAL |
|---|---|---|---|
| EMC | 649.00 | 1,089.00 | 1,738.00 (3) |
| MCMSU | 561.50 | 1,058.00 | 1,619.50 (4) |
| MSU | 684.85 | 1,064.55 | 1,749.40 (2) |
| NMC | 600.00 | 965.18 | 1,565.18 (5) |
| U of M | 679.50 | 1,185.87 | 1,865.37 (1) |
| WMC | 459.50 | 943.00 | 1,402.50 (6) |

*Data taken from Regent's Agenda, April 8, 1974.

Although these figures speak for themselves, a further breakdown of the costs of fees and books is submitted:

**Individual Unit Student Fees 1973-74**

| | U of M | MSU | MCMST | WMC | EMC | NMC |
|---|---|---|---|---|---|---|
| Registration & Incidental | 271.80 | 271.80 | 271.80 | 271.80 | 271.80 | 271.80 |
| Building Fees ? Use Fees | 123.00 | 129.75 | 36.00 | 50.00 | 87.00 | 84.00 |
| Health Fee | 48.00 | 33.00 | 7.50 | 22.50 | 30.00 | 9.00 |
| Textbooks & Miscellaneous | 150.00 | 191.00 | 171.00 | 30.00* | 175.00 | 170.00 |
| TOTALS | 637.80 | 660.65 | 536.30 | 434.30 | 623.80 | 579.80 |

*Western has a textbook rental system.

Many of Western's students live at home and commute daily from as far as Butte and Anaconda where they have jobs. Were Western to be closed, many of these students would be unable to attend college. Many would be unable to find supplemental jobs at Missoula and Bozeman, and many would lose scholarship money provided by local Booster Clubs. Those who are able to go to college because of athletic scholarships would undoubtedly be left behind at the larger units and thereby be denied a college education. Equality of educational opportunity would be denied many because of their economic status by the closure of any of our existing units of post-secondary education.

7. **Inventory of Physical Facilities**

The Commission was provided with the following information regarding assignable academic square feet for higher education:

| | Capacity | Enrollment |
|---|---|---|
| **Public Colleges** (using factor of 93 sq. ft. per FTE) | | |
| Montana College of Mineral Science and Tech. | 1,259 FTE | 700 |
| Western Montana College | 1,609 FTE | 735 |
| Eastern Montana College | 2,800 FTE | 2,816 |
| Northern Montana College | 1,991 FTE | 1,079 |
| Total | 7,659 FTE | 5,330 |
| **Public Universities** (using factor of 114 sq. ft. per FTE) | | |
| University of Montana | 6,652 FTE | 8,026 |
| Montana State University | 8,145 FTE | 8,225 |
| Total | 14,707 FTE | 16,251 |
| **Community Colleges** (using factor of 103 sq. ft. per FTE) | | |
| Dawson College | 391 FTE | 356 |
| Miles City Community College | 368 FTE | 348 |
| Flathead Valley Community College | 522 FTE | 731 |
| Total | 1,281 FTE | 1,435 |
| **Total Public Higher Education** | | |
| Public Colleges | 7,659 FTE | 5,330 |
| Public Universities | 14,707 FTE | 10,251 |
| Community Colleges | 1,281 FTE | 1,435 |
| Total | 23,647 FTE | 23,016 |

FTE from Technical Report on Fiscal & Budgetary Information

FTE is now at 23,016 and there is an FTE capacity of 23,647. The closing of Western Montana College will reduce the FTE capacity of the University System by 1,609 producing a deficit of 978 in FTE capacity using the 1973-74 data. A predicted FTE of over 25,000 in public higher education for 1980-81 would produce a shortage in FTE capacity of 2,962 if Western-s buildings were not used. The addition of 1,609 FTE capacity of Western would reduce this deficit to 1,353 FTE capacity.

There is no logic in closing one institution only to launch an expensive building program at another. The staff agrues that Western students could be accommodated at the other institutions without additional building space requirements or staff. This argument would appear rebutted by the $20,000,000.00 long range building program priority list of capital project requests, 1973-75 Biennium:

| | |
|---|---|
| Projects resulting in additional **ACADEMIC** Space | $ 5,363,000.00 |
| Projects resulting in additional **SUPPORT** Space | 2,107,000.00 |
| Projects upgrading existing **ACADEMIC** Space | 6,742,700.00 |
| Projects upgrading existing **SUPPORT** Space | 2,244,000.00 |
| Site development — Land Acquisition | 1,631,500.00 |
| TOTAL | $18,088,200.00 |

The staff reports include requests for more pharmacy space at the University of Montana. The U of M is presently seeking funds for a new Fine Arts building estimated at 4½ million. Up-to-date requests submitted by the Presidents have been requested.

Abandonment of any existing facilities by the University system would in effect waive options for the future in Montana. The question of a school of Veterinary Medicine for Montana could some day become a reality with proper planning. The cost of such a program at Bozeman has been estimated at $24,000,000.00. However, this includes buildings. The question of using existing facilities at Western Montana College has never been researched nor has the question of moving a department or departments, education, for example, from Bozeman to Western, which would then provide room for a Vet school with greatly reduced building costs.

The future shock treatment of Western as a throw-away campus should be repugnant to every taxpayer in Montana. It is saying in effect, that the State of Montana is dead; it will not grow or need new programs. It leaves no room for options, expansion, or error in predicting the future growth of Montana by the staff or Commission members supporting it. If present enrollment projections should turn out to be as inaccurate as past projections, the University system will undoubtedly need all of the available facilities and more.

## 8. Legal Problems

The practical and legal realities presented by the Commission recommendations were not fully recognized or considered. Among them will be:

1. The Enabling Act adopted by Congress setting aside 100,000 acres of land for the support of a Normal School at Dillon and a School of Mines. Our Constitution and government provide that "these funds should remain inviolated for the purpose for which they are dedicated."
2. The contract between the State and the United States Department of Health, Education and Welfare involving loans and grants under the provisions of the Higher Education Facilities Act of 1963, as amended, provides that the State will operate and maintain the project as an academic facility for at least the period of federal interest in the case of a grant and in the case of a loan for as long as the government holds any of the bonds, or for a period of twenty years following completion of the facilities, whichever is longer.

   In addition, there are outstanding student Building Fee and Land Grant Income Revenue Bonds whereby the State assured "undisturbed use of possession for the purpose of the construction and operation of the facilities for not less than 75 years from the date of the application."
3. The trust deed for Western's academic facility site conveyed December 1, 1894.
4. The question of who has authority, the Board of Regents or the Legislature, to close any institution.
5. Should the court rule the Regents have such authority, a Constitutional amendment could be placed on the ballot restructuring the University system and limiting its power.
6. The proposed Constitutional amendment to permit aid to Sectarian schools might well do more harm than good to the educational system of the State.
7. Disposition of private trust and legacy funds given to Western and Tech for loans and scholarships.
8. Breach of faith to students attending the institutions on loans and scholarships.

## 9. Economic Realities

There were no fiscal notes attached to the staff report, and the Commission report also contains no summary of the amount of money required to implement the recommendation. This glaring deficiency of making recommendations without regard to costs and leaving the financial, economic and parcticable problem to the Legislature and Governor to solve strikes at the very crux of educational planning. This Commission should have offered firm and positive solutions to quality of education, duplication of courses, and cost of output, and then these recommendations for additional money might be acceptable.

The staggering economic ramifications of the Commission recommendations, overshadowed by the Western and Tech issues, warrant the minute inspection of every Montana taxpayer.

Consider the economic realities of these Commission proposals:

| | | |
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| 1. | Assuming WMC bonded indebtedness of $1,875,000 plus penalties for early payment of up to $75,000 plus interest guaranteed to prepayment date to as late as July 1, 1982. | $1,950,000.00 |
| 2. | Assuming Tech bonded indebtedness of $1,324,000. | $1,342,000.00 |
| 3. | Abandoning a $15,000,000 campus while in the same breath projecting costly building programs at major units where space is already utilized to the maximum, plus cost of maintenance and protection against vandalism and weather until another purpose or disposition is found, if ever. | $15,000,000.00 |
| 4. | Assuming 65% of funding for Community Colleges. | ? |
| 5. | A state scholarship program, involving an outlay that could run into millions. Initial cost — one-half Federal. | $120,000.00 |
| 6. | Additional staff for the Commissioner of Higher Education (estimated at $161,000 for the first year), plus salary and fringe benefits equal to Montana's highest-paid college president, including house and car. (p. 14 #7, p. 13 #6). Assuming a house equal to that recently purchased for the President of the University of Montana for $115,000 and assuming $5000 for a car. | $280,000.00 |
| 7. | Additional wtaff for the State Superintendent of Public Instruction. (p. 14, #7). | $100,000.00 |
| 8. | Statewide adult education program, complete with fee waivers, added administrative staff and state paid programs. (p. 51, #12). | $ 30,000.00 |
| 9. | Rehabilitation of Montana Tech to a Community College. | ? |
| 10. | New Vo-Tech Complex at Tech. | ? |
| 11. | One additional faculty for each 750 students at major units with additional support staff and space requirements. (p. 51, #18). | $700,000.00 |
| 12. | Additional staff for University System units to develop management information. (p. 51, #19). | $150,000.00 |
| 13. | Increases in faculty salaries at all units (20% suggested), which could be near or over $4,000,000. (p. 51, #14). | $4,000,000.00 |
| 14. | Substantial increase in costs to students and parents resulting from transfer to units with higher tuition and fees. The additional cost to the Western students for fees and board and room would increase from $1402.50 at Western to $1865.37 at U of M. (Based upon 1974-75 student costs — assuming 700 students, Western's 1973 fall enrollment). | $324,000.00 |
| 15. | Permanent advisory committee to state board of education — staff, space, and administrative expenses. Estimated | $100,000.00 |
| 16. | New Director of Vocational Education under State Board of Education, with staff. (p. 13, #5) | |

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|---|---|---|---|
| | salary, space, staff | Estimate | $ 50,000.00 |
| 17. | State planning agency for Post-Secondary job opportunities and program. Additional staff and publications? | | ? |
| 18. | State workshop for counselors, (p. 28, #9). | | ? |
| 19. | Regents and each unit to set aside funds for innovations and research. | | ? |
| 20. | The costs of amending Article X, Section 6 of the State Constitution prohibiting aid to sectarian schools to permit students from these schools to participate in state programs as recommended on page 50, #4. | | ? |
| 21. | The rebate of up to three of six university system mills collected for those political subdivisions which maintain community colleges. (p. 52, #22). | | ? |
| 22. | The funding of a state work-study program. (p. 50, #9). | | ? |
| 23. | Funding of H.B. 749 regarding the regulation of proprietary schools. (p. 47, #1). | | ? |
| 24. | Providing qualified Indian counselors and tutors for Indian students. (p. 45, #21). | | ? |
| 25. | Support Indian Masterplan — H.B. 343. (p. 45, #19). | | ? |
| 26. | Financial support for Native American cultural activities at post-secondary institutions. (p. 44, #17). | | ? |
| 27. | Provide permanent Indian staff members in the office of the Commissioner of Higher Education for the purpose of coordinating Indian affairs and programs. (p. 44, #12). | | ? |
| 28. | Funding for Indian studies program. (p. 43, #4). | | ? |
| 29. | Expansion of existing programs for clinical psychologists within University system. (p. 40, #21). | | ? |
| 30. | Establishment of continuing education program for hospital administrators. (p. 40, #24). | | ? |
| 31. | Programs to train physical therapy aids. (p. 40, #23). | | ? |
| 32. | Increased legislative support should be made available to WICHE in physical therapy. | | ? |
| 33. | An education consultant should be hired for the State Board of Nursing. | | ? |
| 34. | Field experience training for environmantal health-sanitarians. (p. 39, #1, #18). | | ? |
| 35. | Expansion of programs for medical laboratory assistants to schools having financial support and proper laboratory facilities, staff, and other resources. (p. 38, #17). | | ? |
| 36. | Development of additional internships for medical technologists. (p. 38, #16). | | ? |
| 37. | Development of a WAMI-like program for Veterinary Medicine with **sympathetic** consideration for funding by the legislature. (p. 38, #12). | | ? |
| 38. | Financial support to keep WAMI viable. (p. 37, #). | | ? |

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| 39. | Providing omnibus study options for all students similar to U of M. (p. 30, #e)). | ? |
| 40. | Maintain child care facilities at each institution. (p. 30, #d). | ? |
| 41. | State and external support for a fund for innovation in higher education. (p. 29, #12). | ? |
| 42. | Permanent Committee on Relations between Secondary and Post-Secondary education. (p. 25, #2). | ? |
| 43. | Annual Faculty Conference on Articulation. | ? |
| 44. | Long Range Planning Commission. (p. 16, #1). | ? |
| 45. | Cost of required building programs that will necessarily follow any institution closure and student shift to Missoula or Bozeman. | ? |
| 46. | Cost of legal fees that would be incurred to implement recommendations. | ? |
| | TOTAL | MILLIONS? |

### 10. Regents' Authority

The recommendation that the Regents assume dictatorial control over all allocation of funds and schools, with the authority to establish and terminate units isolates the entire higher education system from the control of any elected officials responsible to the citizens and taxpayers. The new Constitutional provision providing for a Commissioner of Higher Education and giving more authority to the Regents was passed with the intent that all powers would be exercised within the existing framework of the University System consisting of all **six units.**

The practical, political and economic chaos created by any unit's closure would cause irreparable harm to the entire University System for years to come. As pointed out by Dr. Durham, "Those who can appreciate the facts which confront state governments, tax revenues, and legislatures, and who envy for higher education in its just role (no more, no less) in the state, had better concern themselves with a more perfectly coordinated state system." Durham recommended building strength in the office of an executive secretary, but on **premises that the permanence of the existing six units was assured.**

By the continuing attack on the smaller units of the system by those who obviously desire only two large units in the State, Bozeman and Missoula, the entire system of education within the State will suffer, and the "system's fair share of the tax dollar may be eroded away by the more unified approaches of highway, welfare, health and public school 'foundation programs.'" (Durham Report, p. 45)

The Commission's recommendation in this regard to totally ignore the nature and concern of the ordinary Montana citizen and taxpayer prior to adopting recommendations as expressed at public hearings attended by over two thousand concerned citizens, but by less than 15% of the commission members. The commission chairman and Commissioner of Education delegated their presence to the staff.

Montanans rebel at the thought of giving dictatorial power to a commission, board or bureau at any time, and the commission system may well be short-lived or rendered ineffective should it commence with radical actions without public support.

### 11. Tech

The recommendations concerning Tech are covered by a separate report.

### 12. Northern Montana

The threat of closure of Northern Montana College should its enrollment fall below its current level, should be deleted from the recommendations. This recommendation is also based on size alone without consideration to quality of education, placement of graduates, educational opportunity goals of the Constitution or the Commission, students served, or economic impact on the area and state.

It is well known that Northern was a pre-commission candidate for closure, and this continuing attack on the smaller units makes it more difficult for Northern to maintain personnel and enrollment. This Commission and Board of Regents could give strong support to this institution by eliminating the duplicated elementary education departments at MSU and U of M, and thereby insure its future rather than negative recommendations looking forward to its closure.

13. **Western**

The Commission recommends four basic **criteria** for determining the need for an institution of higher education without reference to the cost to the student, the total cost of the product to the taxpayer, or the success of the graduates. (p. 6, #3). This over-simplified criteria, 15 lines to be exact, purportedly justifies **radical** recommendations effecting Western, Tech, and Northern. The Commission, however, has recommended four pages of criteria to be met before an existing program can be discontinued at any unit (p. 16, 17, 18, 19). With a $300,000.00 appropriation the Commission fails to make a single cost saving recommendation pertaining to existing programs at the major units. Only Western, Tech, and Northern are required to justify their existence, apparently for the sole reason that they are small. Not even the junior colleges with smaller enrollments are confronted with this situation. They are simply given more money without any faculty or program evaluation undoubtedly to assure their support for the other recommendations they would benefit from.

The recommendations to close Western Montana College is not supported by evidence presented by the staff, and is not in the best interests of a majority of the citizens of Montana.

(A) Western Montana College has been educating teachers for the schools of Montana and the nation for seventy-seven years. Throughout its history it has catered to the student of limited means providing education to the student at a cost lower than at any other unit of the University System. The cost to the student for 1974-75 at Western is $305.00 below the average costs at the other units and $463.00 less than the cost at the most expensive unit. Western's costs to the state per student have ranked lowest or next to lowest historically, except for the attack year, 1973-74. Even in this one exceptional year Western management operated the school within its budget when at least one of the larger units had to request a large supplemental appropriation. Western's combined cost to the State and student remains the lowest in the University System. The staff statements that the small schools are more expensive are completely false.

(B) Western's primary purpose is the instruction and training of teachers for the public schools of Montana. Its programs are geared to that function and its graduates accepted in every area of Montana. There is no surplus of graduates from Western — almost all receive jobs, with 90% staying in the State to teach, many in small rural communities where they adjust well to the social environment. Over 118 graduates presently hold positions as principals, superintendents, and supervisors in Montana schools, while many other administrators attended Western for various lesser periods. The Commission made no study as to the quality of education at Western or at any of the units. Any such study must necessarily include the acceptance, demands, and success of its graduates.

The success and placement of Western graduates will compare favorably with any teachers' school in the nation. The staff and Commission admittedly made no assessment of this fact in reaching their conclusion.

(C) The staff report, page 11-2 (1), had this to say about the types of institutions:

> "**Type of institution** — university, four-year college, community college. The more modest the role of an institution and the more limited its programs, the more likely it will be able to maintain quality, diversity, and efficiency with a relatively small enrollment. Therefore, the minimum viable enrollment of a community college is less than that of a four-year college, which, in turn, is lower than that of a university."

Western has maintained quality, diversity, and efficiency with a relatively small enrollment. Bigness is not the goal of many Montanans, and bigness in education, us in other branches of government, has yet to be proved more efficient. All classes are taught by well qualified instructors in daily contact with the student. The human qualities and values must be measured as well as the economics of cost and maintenance.

(D) Montana is not dead. Despite the gloomy projection by the staff Montana will continue to grow and will have a continuing demand for well trained teachers in the primary and secondary schools. Montana is gaining population daily. Early retirement, changed teacher-pupil ratios, kindergarten, special ed and continuing new programs will require trained teachers.

The closure of any unit of post-secondary education will close with it options for the future of Montana students.

Restructuring present programs within the framework of the existing systems will eliminate duplication, decrease costs, and leave viable options for the future.

(E) The abandonment of a physical plant worth $15,000,000.00 at one unit while at the same time continuing with new building programs at the larger units denies the recommendations that the existing facilities can absorb Western's students. The logic of transferring from the large higher-cost, crowded units to the smaller, lower-cost units where space is available is completely ignored. The elementary education departments at Bozeman and Missoula should be transferred back to Western, Northern, and Eastern, where facilities are available, costs lower, and programs geared to this express purpose. This would eliminate duplication in the area from 5 to 3 units which would be geographically well situated to serve the teacher needs of Montana.

(F) A recommendation to simply disregard a unit of the University System without any concern for the economic impact to the people involved, life long employees, teachers, students, and parents, or to the community or State is incredible. Economic impact statements and environmental impact statements should be mandatory.

The task of operating Western, Northern or Tech in the face of announced closures and unwarranted criticism was not considered. The legal and practical problems of closing Western were not studied nor considered by the Commission until after it recommended closure.

(G) The Constitutional goal of educational opportunity is ignored by the Western recommendation, as well as the Commission's goal of equal opportunity without regard to economic status.

## RECOMMENDATIONS:

1. Western Montana College should be continued with its primary purpose the instruction and training of teachers for public schools of Montana.

The training of elementary education teachers should be shared with Eastern and Northern and discontinued at MSU and U of M, thereby reducing the duplication of these courses from

5 schools to 3 schools geographically well situated to serve the needs of the State of Montana. This would utilize existing space available at the colleges and alleviate the crowded conditions at the universities.

Economic benefits would result as the teacher loads assignments are presently lower at the universities and salaries higher. Such restructuring would return this assignment back to the colleges where it has always been until 1953, when due to increasing teacher demand and college enrollments, the Regents permitted MSU and U of M to offer programs in this area.

2. Specific recommendations will be made as to the elimination of unnecessary duplicated programs following the scheduled public hearings.
3. The Board of Regents does not have the authority to open and close schools. The Board of Regents should adopt and publicize a positive resolution to the effect that they are not assuming the authority to open and close schools. The Board of Regents should adopt and publicize a positive resolution to the effect that they are not assuming the authority to open or close institutions, and that their function will be to continue to serve the State as they have in the past, by coordinating programs within the framework of the six existing units of the system. Positive statements in this regard are necessary to prevent further damage to the smaller units of the University System. The Chairman of the Board of Regents and the Commissioner of Higher Education both voted to approve recommendations adversely affecting Western, Tech, and Northern, and possibly Eastern. They further case the **deciding votes** in the 14-14 tie vote defeating a motion to consider options other than closure for Western. With these two powerful positions decorded in complete opposition to supporting the smaller units, their continued efficient operation has suffered irreparable damage in the area of administration, retaining personnel and students. The total system needs strong positive support from the Regents and the Commission on the best interests of the entire State of Montana.
4. A recommendation regarding intercollegiate athletics will be reserved pending action by the Commission as a whole on INTERCOLLEGIATE ATHLETICS.
5. That the policies of the Board of Regents and the studies, building requests, program requests and recommendations be made public prior to final adoption under the Right-to-Know provision of Montana's Constitution adopted in conjunction with the Consitutional provision creating the Commissioner position and granting additional powers to the Regents.
6. That further studies be undertaken to establish a school of veterinary medicine in Montana utilizing existing facilities to the extent possible at Western Montana College, either to establish the school at Western or by transferring teacher training programs from MSU to Western to provide space at MSU, thereby eliminating or greatly reducing building costs.
7. That each member of the Commission, the legislature, and Governor be provided with a copy of the Durham Report for study as mandated by the legislature. With literally tons of materials on studies throughout the United States delivered to Commission members the savings claimed by not providing copies of the **one** recent study adopted by both a similar Governor's Commission and the legislature is questionable. The sound recommendations set forth in the Durham Report are reflected by Board of Regent policy and in the educational article of the new Constitution. The basic premises upon which the recommendations were founded, coordiation between all six permanent units of the University System, should not be ignored.
8. That there be no discrimination between the larger and smaller units of the University System as to salary, teacher load or other benefits as to persons with like qualifications and assigned instructional duties.

This report is submitted with the reservation that it may be supplemented and/or modified in final form subsequent to the scheduled public hearing and the adoption of final Commission recommendations with the signatures affixed by concurring members.